

Evaluation Report

Evaluation of the Local Elections Project

April 2018 - October 2022

A project implemented by UNDP Libya

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LIST OF ACRONYMS AND ABBREVIATIONS

CCMCE	Central Committee for Municipal Council Elections
CCLE	Central Committee for Local Elections
EAD	Electoral Assistance Division
ESCP	Electoral Security and Conflict Prevention
EU	European Union
GNA	Government of National Accord
GNU	Government of National Unity
HNEC	High National Elections Commission
HoR	House of Representatives
IFES	International Foundation for Electoral Systems
International IDEA	Institute for Democracy and Electoral Assistance
LEP	Local Elections Project
LGU	Local Government Unit
MDP	Municipal Dialogue Project
MoI	Ministry of Interior
MoLG	Ministry of Local Government
NPC	National Planning Council
PEI	Post-Election Initiative
RoI	Reunification of Institutions
UNDP	United Nations Development Programme
UNEG	United Nations Evaluation Group
UNEST	United Nations Electoral Support Team
UNSMIL	United Nations Support Mission in Libya
UNWOMEN	United Nations Entity for Gender Equality and the Empowerment of Women
VRS	Voter Registration System

Acknowledgements

The evaluation consultant would like to thank the UNDP (United Nations Development Programme) Country Office in Libya for its overall support to the evaluation, and specifically the LEP (Local Elections Project) project team which has very actively engaged in the process of reaching out to national and local stakeholders despite the technical challenges of remote communication.

The evaluator also wishes to express his gratitude to all implementing partners and stakeholders to the LEP project, who have kindly made themselves available to share their views on the project.

Project Information Details

PROJECT/OUTCOME INFORMATION		
Project/outcome title	Local Elections Project –	
Atlas ID	00111785/ Output 0011614 (LEP) 00128693/Output 00123734 (SUSC-LEP)	
Corporate outcome and output	With an overall goal of building the capacity of Libya’s transitional governance structures and facilitating citizens’ participation in democratic processes, this project is designed to continue its support to Libya in holding municipal council elections in 2019, 2020, 2021 and 2022. Through support to the Central Committee for Municipal Council Elections (CCMCE), the designated body responsible for Local Elections, the project will contribute to the timely planning, preparation and conduct of inclusive and peaceful municipal elections across Libya. Direct support to newly elected councils shall increase citizens’ participation in between elections to boost interest in local governance and local democratic processes.	
Country	Libya	
Region	RBAS (Regional Bureau for Arab States)	
Date project document signed	10 December 2018	
Project dates	Start	Planned end
	30 April 2018	31 December 2022 (including extension: 01 May 2020, 31 December 2022)
Project budget	US \$ 9,232,367 (LEP) and US \$ 1,522,582 (SUSC-LEP)	
Project expenditure at the time of evaluation	US \$ 2,168,892 million (or 54% of the 2021 budget as of June 2021)	
Funding source	07 donors including the Government of Libya, the European Union, France, Germany, Italy, the Czech Republic, and the United Kingdom.	
Implementing party	UNDP Libya, Direct Implementation Modality	
Evaluation Information		
Evaluation type (project/outcome/ thematic/country programme, etc.)	Project Evaluation	
Final/midterm review/ other	Final Review	
Evaluation commissioned by	UNDP Libya Country Office	
Evaluation conducted by	Thomas Vasseur, individual independent consultant	
Timeframe of evaluation (Level of Effort)	45 days (08 August – 15 November 2022)	
Date of the report	09 November 2022	
Country of evaluation intervention	Libya	

Executive Summary

Project description

The project objective is to support the Central Committee for Municipal Council Elections (CCMCE) and its subsequent Central Committee for Local Elections (CCLE) and other relevant stakeholders, engaged in holding transparent and credible municipal elections.

The project has focused on two specific outputs as follows: **Output 1: Support to the inclusive planning and implementation of credible election operations including voter registration** and, **Output 2: Facilitate democratic participation before and in between elections through voter and civic education / awareness raising activities.**

Two phases can be distinguished in four years of project implementation:

- An initial two-year period (April 2018-March 2020), which has seen municipal elections taking place, involving an intense operational support of LEP for the CCMCE to deploy the whole election process, from the preparation phase, the election day and post-electoral operations.
- A project, cost-extension phase (May 2020 – December 2022), approximately corresponding to a reshuffling of the CCMCE into the CCLE, characterized by a change in leadership, contextual challenges impeding elections to take place, almost during the entire period. This phase also saw the LEP project taking advantage of the absence of elections to engage and develop new substantial components.

Evaluation background

Given this evaluation is the first and only external review of the project, and considering the timing of its implementation, i.e., late in the project cycle, the evaluation carries the value of a final evaluation, and is prospective-minded, so that it is intended to inform UNDP and other key stakeholders, including donors in the decision-making process regarding the future of the project.

Objectives of the evaluation

The purpose of the evaluation is to provide UNDP (United Nations Development Programme), project partners and stakeholders with an overall independent assessment of the performance of the electoral support project. It is expected to provide evaluative evidence of the relevance, effectiveness, efficiency, and sustainability of the current programme, which can be used by UNDP and its partners to strengthen existing programmes and to set the stage for new initiatives.

Intended Users

The intended users of this evaluation include the LEP (Local Elections Project) project team, the UNDP Libya Country Office, as well as the donors to this project. Other relevant users may include the CCLE (Central Committee for Local Elections) and other partners of UNDP.

Evaluation Methodology

The following OECD/DAC (Organization for Economic Co-operation and Development/Development Assistance Committee) evaluation criteria have guided the organization of the Evaluation questions, the Evaluation Matrix, data collection, as well as the structure of findings for the present report. These criteria include relevance, coherence, impact, effectiveness, efficiency, and sustainability (and risk). Additionally, the evaluation has reviewed the cross-cutting issues of Gender Equality and Women's Empowerment, Conflict Sensitivity, Disability, Human Rights and the "Leave No One Behind" approach.

The evaluation's approach has taken the angle of a contribution analysis, and has a utilization focused approach, including, but not limited to: stakeholder mapping; mapping of situation and contextual analyses, in-depth project and contextual documentary review, documenting of results and processes; analysis of results from M&E (Monitoring and Evaluation) tools; analysis to determine factors which promoted or impeded the progress against intended results and attribution analysis to the extent possible; financial analysis; analysis of sustainability strategies and barriers to sustainability.

Key Findings

Relevance

The project is highly relevant at the policy and strategic levels. It is supporting the 2019-2022 UNSF (UN Strategic Framework) strategic priorities, as well UNDP's previous and current Country Programme Document, and its outcomes (1) supporting transparent, inclusive decision-making and democratic processes, as well as (2) the strengthening of institutions, in the delivery of local public services.

While the project is a response to a need originally expressed¹ rather than assessed, it is part of a longer-term electoral support of UNSMIL (United Nations Support Mission in Libya) and UNDP and the continuation of electoral support, especially, in a context where no election had been taking place for years, LEP has been both responding to a much-awaited opportunity for democratic elections to happen, while supporting the strategic goal of democratic transition in Libya.

UNDP is also a relevant actor to undertake the project as, on the strategic side, electoral support was clearly identified as supporting the CDP (Country Programme Document) objectives. Further, electoral, and post-electoral support has taken a deeper strategic importance in UNDP's local governance efforts/programmes. For continued engagement with the agency's effort to support decentralisation in Libya.

¹ In 2018, Central Committee for Municipal Council Elections, in 2018, had requested UN support to the organization of local elections as it had remaining funds available. Combined with UNDP funds, the answer to this request took the form of a project proposal. Until then, the priority of the UN had been to provide technical assistance and support to the High National Elections Commission (HNEC) responsible for national balloting events. The CCMCE request for support has been focused on technical advisory services and support in procurement and in voter and civic education.

Coherence

In a context marked by instability of multiple nature, and where the factors of instability have significantly affected activities, LEP has been challenged to keep focus on objectives while remaining coherent to contextual variations.

The evaluation has found the project has achieved overcoming both challenges as it never lost its focus/concentration on project objectives, while employing flexibility and creativity, both in the modality of implementation and the action. The modality, involving a highly consultative and analytical approach, as explained in the sub-section on the context relevance from the Relevance chapter. LEP has created synergy with other expert organisations in the field of electoral and post-electoral support. LEP has taken coordination seriously and intensively, especially during the initial years when municipal elections were taking place, while the coordination among electoral stakeholders has decreased as it entered a period when no elections could take place.

Effectiveness

In light of the number of challenges – external and context-related for the most part, experienced during the project implementation, and in the light of the project's ability to, more than cope with challenges, seize obstacles to introduce new initiatives, the project has been highly effective in delivering more and a wider range of activities than originally planned. As an illustration, the project has produced over 100 analytical and guidance documents.

The project, and its flagship results - making local elections happen at a time when the democratic process was not much advancing - has given additional visibility and credibility (interest of US Ambassador in the project) to UNDP. This recognition has been meaningful in facilitating exchanges with other Libyan institutions and for UNDP, to engage into strategic initiatives, such as reconciliation.

Efficiency

The project has suffered some delays given the substantial obstacles it has been confronted with, such as the deterioration of the security situation preventing elections to take place, an amended legal framework affecting the organization of elections, the COVID-19 pandemic, as well as the necessary time to build trust between the Central Commission of Municipal Council Elections (CCMCE), then Central Committee for Local Elections (CCLE) and the project team.

Nonetheless, the project management with its adaptative approach has maintained a strong efficiency in delivering a wide range of activities that have required substantial preparation work. The dedication and flexibility of the project team has played a crucial role in the delivery of outputs, given how challenging the context has been.

The M&E and reporting, for instance, has suffered from the context (lack of time to systematically collect M&E data and timely reporting) while the project weaknesses have received the understanding of donors. However, M&E, Theory of Change (ToC), and results frameworks (especially its indicators) have been underestimated (both in terms of tools and HR), in the design phase.

Sustainability and risk

The high turnover and the appointment of unexperienced CCLE staff has highlighted the lack of institutional procedures of the institution, also encompassing other functional areas. This experience has put the emphasis of institutional memory loss at a risk to institutional strengthening and the sustainability of the CCLE as an effective body.

By engaging in more substantial institutional consolidation of the CCLE, the commitment of the project to the substantial institutional consolidation of the CCLE has been commensurate to CCLE's needs for organizational capacity development, so the institution is able to fulfill its mandate in full autonomy.

The CCLE sub-committee level is also an area of risk to the institution if this level is not further consolidated. The support to CCLE needs to be continued and a discontinuation of the funding is a risk to the capacity-building efforts invested to date.

Gender Equality and Women's Empowerment

Within the frame of the initial electoral project, one of the major gender-related objectives has consisted in encouraging women's registration and maximising participation to municipal elections. The project has deployed an array of specific activities to achieve this objective. The main available indicators to measure this are registration and voting disaggregated data, but also through the feedback recorded from the project voter's awareness raising campaigns, especially in the local media, as written messages posted on the internet did provide some complementary feedback.

Conflict Sensitivity

The project has taken a substantial conflict-sensitive approach through the following initiatives:

- Permanent monitoring of the situation. The assessment is exhaustive in scope as it covers the potential conflict driver, rooted in the political, social, and economic situation;
- Consultation of local actors also allows to build trustful relationships and stay abreast of field developments;
- Field conflict prevention assessments involving consultations with local actors is the source giving access to understanding, identifying, and preventing any potential tension or conflict;
- Systematic communication with municipalities;
- In the course of implementation, the project has intensified its engagement towards conflict-sensitivity by increasing its support to building CCLE's electoral security capacity.

People with Disability

The project has integrated disability in its approach and activities in a systematic manner, for instance, its awareness raising and voter education campaigns, as well in the capacity-building effort to new councillors. Unfortunately, while disability has entered the public space before and during elections, the lack of systematic collection of information in this crosscutting issue has limited the ability of the evaluation to measure the change the project has contributed in when it comes to the situation of people with disabilities and elections.

Lessons Learned

- ◆ There is a wealth of lessons learned by the project, but there has been no systematised process for collecting lessons learned. While the project has incorporated much learning from experience, a formal process of learning and adaptation may have been more efficient;
- ◆ The project management has applied a particular approach which has enabled the widening of the scope of intervention, owing to characteristics of responsiveness, pragmatism, listening/consultative skills, innovation, and strategic focus;
- ◆ Continuous coaching is a key ingredient to efficient and sustainable Institutional strengthening: the daily and physical presence of the LEP team at CCLE premises is essential to institutional building;
- ◆ Acquiring the capacity to establish a clear and proper electoral calendar is a high priority for the CCLE: the ability to establish an electoral calendar is an indicator of institutional strength, involving substantial competencies which need to be planned and supported;
- ◆ Municipalities feel isolated from the information on international assistance programme. Remote municipalities and unexperienced councillors feel uninformed on the principles and procedures guiding international assistance when it comes to the municipal level. In the absence of information, they often feel the eligibility criteria for municipality are not clear and transparent.

Conclusions

- ◆ The capacity building work done by LEP during the time when security or legal obstacles froze the holding of elections has underlined that the project did not have only one “raison d’être” and that it is a **longer-term institutional development project**.
- ◆ The loss of capacity that has accompanied the change of CCLE leadership and staff project, has underlined, the **importance of consolidation of this institution**.
- ◆ In light of the above conclusion, building a strong and sustainable institution requires **capacity-building to be planned and implemented in an uninterrupted manner as it is a progressive construction process**.
- ◆ **The limited use of M&E tools has led to a lack of systematic data collection**, leading to a lack of indicators, baseline, and targets as well as endline surveys and evidence to describe and monitor the change process.
- ◆ **The internet-based media has played a crucial role for LEP in several ways:**
 - For municipalities as a public communication tool on the municipal actions and activities;
 - For municipalities to consult and gather direct citizen feedback on different matters;
 - For LEP to gather feedback on the project awareness raising campaigns.
- ◆ Though the High National Elections Commission (HNEC) is dealing with national level elections and there maybe challenges in creating synergies between the CCLE and HNEC, the volume of experience and practice accumulated by the LEP project appears to offer a wealth of information and lessons learned which could be beneficial to HNEC in supporting national elections when the time is opportune.

Recommendations

Based on the analysis of the findings, the evaluation has made the following recommendations:

- **Continue active fundraising to ensure continuity of activities**, as an interruption of the capacity building effort may undermine the effectiveness in building a strong institution.
- **Fundraising is recommended, separating the re-unification file intervention from LEP as a stand-alone project.** Some components, such as the reunification file, are substantial enough, and strategically belonging to different pillars from that of electoral assistance, that justify reshaping it as a standalone project.
- **Formalise the institutional support to the CCLE into an Institutional Development Plan for the CCLE, as a specific outcome, distinct from electoral support activities.** Formalise the current support to the CCLE through a twin-track capacity-building approach (Institutional Development Plan-IDP), with a first track focus on the longer-term institutional strengthening of the CCLE and a second track focus on electoral and daily operational support. The twin-track approach could integrate a Learning and Adapt process where the 2nd track (hands-on experience) could feed the first track; using regular lessons learned to feed practice into IDP. As a sub-recommendation, the IDP should include strengthening the institutional set-up of CCLE sub-committees.
- **Beef up M&E capacity through the provision of adequate expertise to train dedicated M&E staff.** In order to strengthen the project's M&E capacity, adequate resources and expertise, including human resources to equip the project with an M&E framework and data collection tools, should be allocated. An M&E framework with outputs, outcome and change-level indicators, is a minimum expected output. **Developing Gender Equality, Disability and Human Rights M&E** is a sub-recommendation to strengthen to project ability to report on these dimensions, as well as to set targets and objectives related to these crosscutting issues.
- **Support leadership skills of elected women councillors:** Propose a sort of leadership programme specifically targeting woman councillors to enhance the impact of their actions at the municipal level.
- **In the support to elected councillors, include training on decentralisation framework and laws:** Strengthen municipal councillors and mayors on the technicality of the decentralisation with the objective of better understanding how decentralisation works and how municipalities can approach and formulate a request to the Ministry of Local Government (MoLG).
- **Pool inter-agency training capacity at local level:** Consult, coordinate with international actors on joining efforts to develop an accessible capacity building plan. (Training of Trainers (ToT) in municipalities, coaching) in training centres near municipalities.

1. Introduction

The present Evaluation Report features the key findings, Conclusions, Lessons Learned and Recommendations for the **Local Elections Project** (hereinafter referred to as the “LEP” project). The project’s intended outcome has been driven by the overall goal of building the capacity of Libya’s transitional governance structures and facilitating citizens’ participation in democratic processes, through the continued support to Libya in holding municipal council elections. Assisting the Central Committee for Municipal Council Elections (CCMCE), later renamed as the Central Committee for Local Elections (CCLE), the project aimed at contributing to the timely planning, preparation and conduct of inclusive and peaceful municipal elections across Libya.

The evaluation has two main purposes: (1) provide UNDP, project partners and stakeholders with an overall independent assessment of the performance of the electoral assistance project, and (2) provide evaluative evidence of the relevance, effectiveness, efficiency, and sustainability of the current programme, to strengthen existing programmes and to set the stage for new initiatives.

Given that this is the first external evaluation of this project, and considering it is concluded in the last quarter of a four-year long cycle, the review will primarily serve as a final evaluation, where recommendations are mostly forward-looking and beyond the current implementation timeline.

The report is articulated around nine sections, in addition to the executive summary. Section 2 covers the Libyan context, followed by the presentation of the intervention (Section 3), the evaluation purpose, objectives, and scope (Section 4), followed by the methodology in Section 5 Ethics, while quality insurance and challenges are described in Section 6.

Section 7 features the findings per evaluation criteria, and Section 6 presents the methodology used, including its limitations and mitigation measures. The last three sections, 8, 9 and 10, capture the Lessons Learned, Conclusions and Recommendations.

2. Background and Context

Development Challenge and Situation Analysis:

The creation of democratic institutions in the immediate post-revolution period with the election on 7 July 2012 of the General National Congress (GNC) could not contribute in a sustainable settlement of Libya’s post-revolution period. Two subsequent electoral events were expected: a constitutional referendum and general parliamentary and presidential elections, in accordance with the provisions in the interim Constitutional Declaration issued on 3 August 2011. Instead, amidst public protests, the GNC extended its own mandate and voted to directly elect a constitution drafting body. The Constitution Drafting Assembly election took place on 20 February 2014 amidst violence and boycott by some minority groups on the basis of unfair representation. In March 2014, the GNC approved the seventh amendment to the Constitutional declaration for the election of a new legislative body, the House of Representatives (HoR).

The parliamentary election took place on 25 July 2014 with 42% turnout. While the international community welcomed the election results, the Supreme Court, in November 2014, ruled that the seventh amendment is unconstitutional and that the HoR was an invalid body and as a result the GNC claimed to remain in office.

The Libyan Political Agreement (LPA) of 2015 with the establishment of an internationally recognized government in Tripoli would also not bring sustainable peace nor a unified government. The duplication of institutions deepened an East-West-Divide. Advances of the renegade General Haftar in Eastern Libya with his 'Libyan National Army' (LNA), initially not perceived as a threat, became an increasingly relevant military force, supported from regional neighboring powers. It gradually swept through the East towards the South (2018/2019) and finally attacking Tripoli in April 2019 despite the United Nations Support Mission in Libya (UNSMIL) facilitated agreement among all warring parties to take part in a National Conference in Ghat in the same month. The attack on Tripoli in April 2019 was a major setback to the UN's plans for a peaceful settlement of Libya's conflict.

Further to an unstable period rich in events, the January 2020 Berlin conference for a peaceful settlement of Libya's conflict, established a comprehensive negotiation framework, involving political, economic, and military tracks. It received wide international and regional support. Obscured behind the intense fighting in and around Tripoli during the first half of 2020 leading to a gradual withdraw of the LNA to Sirte, the different tracks made progress with the military 5+5 negotiations' breakthrough in October 2020, of a cease-fire agreement, motivating the success of the political track, with the creation or establishment of the Libyan Political Dialogue Forum (LPDF). The LPDF united for the first time in Tunis early November 2020 and decided a roadmap towards national elections until 24 December 2021 and a mandate for a unified new interim government. Following several months of virtual meetings, the LPDF finally agreed on the mechanism to elect a unified government and met again in Geneva from 1-5 February 2021 and elected a three-member Presidential Council as well as a Prime Minister. Simultaneously, the national institutions of the High State Council (HSC) and the HoR united in the context of the LPDF's legal committee, to agree on the constitutional framework for national elections until 24 December.

Municipal Council Elections

In 2012, the GNA approved law 59 on decentralization, which created the Central Committee for Municipal Council Elections (CCMCE) as a separate Electoral Management Body (EMB), independent in action, however under the overall umbrella of the Ministry of Local Government (MoLG). By 2015, 92 municipalities held local elections. Most of the municipal councils were well accepted by their communities during a period of unresolved conflict on the national level. Municipal councils were increasingly seen as relevant players in Libya in addition to their significant role in service delivery to the citizens despite their challenges related to the lack of implementation of the decentralization process. The terms of office for many councils came to an end in 2018/2019, but the CCMCE, due to considerable financial constraints, and an unstable legal framework, could only gradually undertake the mandate renewal of councils.²

² According to Law No.59 municipal elections are to be conducted within sixty days of the expiration of their four-year mandates.

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Since 2018, the CCMCE conducted 41 first- and second-generation municipal council elections. In 2018, CCMCE concluded the last three first-generation elections in Derj, Zawiya and Beni Waleed, municipalities with security issues during 2014. In 2019, during March and April, the Committee was able to run 22 second-generation elections in Southern and Western municipalities during the new outbreak of conflict but could not conclude its electoral schedule due to security issues. Later, between June 2019 and March 2020, CCMCE's activities were on hold due to the cancellation of the newly introduced regulation 18/2019 governing council elections.

Following decision 6/2020 to re-establish the legal electoral framework and, following the needed adaptations of the electoral procedures to introduce precautionary measures in relation to the outbreak of the COVID-19 pandemic, another 17 council elections were held between August 2020 and February 2021, including in four municipalities of Tripoli.

The CCMCE was prevented from the non-recognized Interim Eastern Government to hold elections in the East, despite an opposite agreement with the Speaker of the HoR in October 2018. In July 2019, the Interim Government established a Parallel Electoral Committee for Council elections. It was only in January 2021, when the Parallel Committee conducted its first three elections in the Wahat municipalities of Ajkherra, Awjella and Jallou, however by conducting elections with the legal framework of 2013 – applying another electoral system - and by creating an ad-hoc voter register without reference to the database of the civil registry, used by the CCMCE. UNSMIL, in two statements in December 2020 and February 2021, addressed the East-West Division between the two Committees by calling for a unification of the two entities referring to the need to preserve the achievements of credible council elections by the CCMCE.

The CCMCE, in 2018, had requested UN support. Until then, the priority of the UN had been to provide technical assistance and support to the HNEC responsible for national balloting events. The CCMCE request for support has been focused on technical advisory services and support in procurement and in voter and civic education. Upon joint review of priorities and in line with the overall objectives and the decisions of the Project Board, additional focus was put on democratic participation of citizens during the electoral cycle in between two electoral events, by engaging the newly elected councils in fostering inclusive representation and citizens' participation during their four-year-mandate. The current project falls under the overall umbrella of UNSMIL within the integrated UN electoral team under a UNDP Chief Technical Advisor reporting to the UNSMIL Mission Leadership and the UNDP Resident Representative.

Holding of local elections and the support envisaged through this project including the engagement of newly elected municipal councils are in line with the Sustainable Development Goals (SDGs), and, SDG Goal 16, which calls on Member States to “Promote peaceful and inclusive societies for sustainable development, provide access to justice for all, and build effective, accountable, and inclusive institutions at all levels”. This is particularly relevant in the Libyan context and sets the basis for UNDP's electoral programming. Target 6 of SDG 16 commits to “develop effective, accountable and transparent institutions at all levels” while Target 7 sets to “ensure responsive, inclusive, participatory and representative decision-making at all levels”.

These goals recognize and demonstrate the importance of strengthening participatory, inclusive, and accountable decision-making and institutions for the achievement of peaceful and sustainable development outcomes. The project also contributes to SDG 5 on the full and effective participation of women in political processes.

3. Description of the intervention

The project objective is to support the Central Committee for Municipal Council Elections (CCMCE) and its subsequent Central Committee for Local Elections (CCLE) and other relevant stakeholders, engaged in holding transparent and credible municipal elections.

The project has focused on two specific outputs namely, **Output 1: Support to the planning and implementation of credible election operations including voter registration** and **Output 2: Facilitate democratic participation before and in between elections through voter and civic education / awareness raising activities.**

The four-year project implementation cycle can be distinguished operationally and financially into two phases as follows:

- ⇒ An initial two-year period (April 2018-March 2020), which has seen municipal elections taking place, involving an intense operational support of LEP to the CCMCE to deploy the whole election process, from the preparation phase, the election day, and post-electoral operations.
- ⇒ A project, cost-extension phase (May 2020 – December 2022), approximately corresponding to a reshuffling of the CCMCE into the CCLE, characterized by a change in leadership, contextual challenges impeding elections to take place, almost during the entire period. This phase also saw the LEP project taking advantage of the absence of elections to engage and develop new substantial components.

It is important to note that the project objectives and development has been reformulated over time. While initially introduced as a more strictly election's assistance intervention (driven by the answer to the CCMCE's initial request for assistance), the second phase of LEP has seen an acknowledgment that it had been "transforming into a Local Elections & Local Governance Project from its initiation, continued in 2021 to assist the Central Committee for Municipal Council Elections (CCMCE) in conducting credible local elections, and build capacities of newly elected municipal councils to increase democratic participation during their four-year-mandate."

Indeed, the expansion of the project to include support to newly elected municipal councils has widened the intervention to include a local governance dimension. The project's launch of the "municipal sub-track", followed by its engagement in the reunification process have illustrated the project's further expansion and diversification, while maintaining a strategic coherence (explained in the coherence section of this report) among its various components.

A supervisory structure has been specifically established to guide and monitor the project. A Project Board has been set-up for this purpose, composed of and chaired by the UNDP Resident Representative, co-chaired by the chairperson of the CCMCE and joined by donor representatives and UNDP's Chief Technical Advisor and Project Manager of the LEP.

The LEP Project Document does not feature a specific Theory of Change (ToC). The Results Framework, however, outlines the articulation of the expected change rationale from the objective level to the outcome and subsequent output level. Additionally, the project is nested in the UNDP CPD 2019-2020 which succinctly describes a programme-level ToC. The ToC does not feature a detailed articulation of the change sought, while it does identify key strategic priorities such as building the trust and confidence among communities.

Several reasons can explain the absence of a proper ToC.

At the CPD level, the absence of a national development strategy and framework has limited the CPD to refer to the two-year Action Plan, upon which the two-year cycle of the CPD is reflected.

At the project-level, the fact that the LEP is an answer to the request of the CCMCE has somehow given a strong rationale, driven by the pressing need to give signs of democratic hope through the organisation of elections at the municipal level while the situation, including elections was stuck at the national level. Additionally, LEP also embodies the continuation of UNSMIL's electoral support but redirected at the local level.

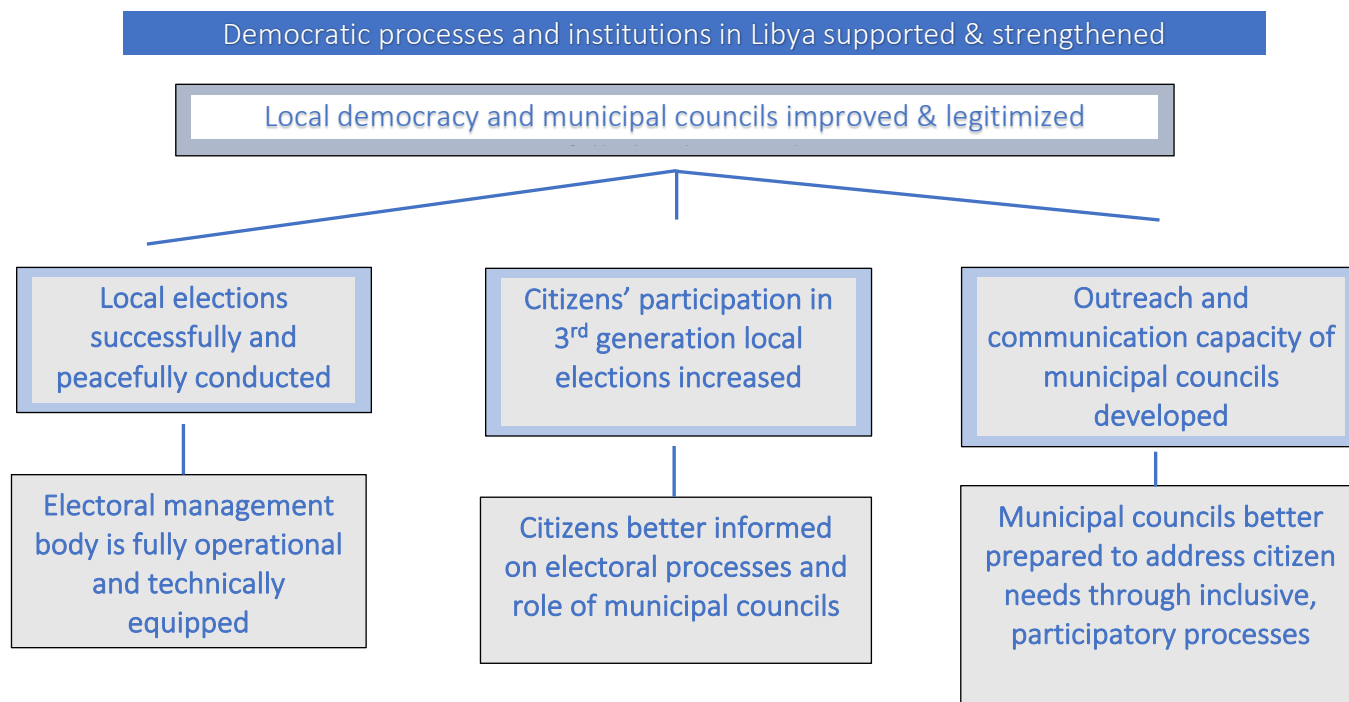
While the rationale and expected change appears strong and answers a highly timely relevant need, a full-fledged ToC would have been useful as a basic tool to develop an M&E framework (as explained later in this report) as this would have allowed the project to verify the ToC's assumptions and defined benchmarks to measure the project's effective contribution to the change against the theoretical level. While the underlying change process has remained valid throughout implementation, the project's further development, with the Democracy Bonus³, the "municipal sub track", Reunification File" and electoral security implies a revision of the ToC to reflect on the evolvement of its intervention.

³ The Democracy Bonus aims at building the capacity of the elected councils including, but not only, on communication and outreach to its citizens, but also taking into account the need for capacity development in other areas.

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The evaluation has used the below results framework chart of the LEP project (from LEP's 2021 Annual Progress Report) as a basis to establish a diagram to illustrate the project's ToC.



The latest UNDP CPD (2023-2025) confirms the continued relevance of LEP and the assumptions underlying the ToC: « The theory of change is built on a series of assumptions. First, if institutional and human capacities of national and local institutions to ensure democratic and gender-responsive governance, evidence-based planning, decentralization, the right to vote and fair national and local elections are enhanced; and if an enabling environment for political dialogues, reconciliation and citizen engagement is created; then by 2025, Libyan citizens, particularly youth and women, are better able to exercise their rights and obligations in an inclusive, stable, democratic and reconciled society, underpinned by responsive, transparent, accountable and unified public institutions (UNSDCF outcome 1.1). «

The evaluation has used the above result's logic chain to develop simplified diagrams to illustrate the expected change processes for both electoral assistance and local governance fields of the LEP project in the following charts.

Key stakeholders to the project

Main international stakeholders	
UNDP	In charge of the LEP project implementation and supervision
UNWomen	UN Women has been involved in the project on the crosscutting issue of gender equality and women empowerment.
UNSMIL	UNSMIL is also engaged in close cooperation and collaboration with other international agencies implementing electoral assistance.
UN's Electoral Affairs Division (EAD)	Division in charge of elections whose consultation is required in case of change in the scope or timeframe of LEP implementation.
UN Election Assistance Team (UNEST)	The UN Election Assistance Team provides technical support to local institutions for the organization of elections.
Czech Republic, the European Union, France, Germany, Italy, Libya, the United Kingdom	Donors to the project
International Foundation for Electoral Systems (IFES)	IFES, as an international NGO, with expertise in elections, has been involved through capacity-building workshops.
National Democratic Institute (NDI)	NDI, as an international NGO, with expertise in elections, has been involved through capacity-building workshops.
International IDEA	International IDEA, as an international NGO, with expertise in elections, has been involved through capacity-building workshops.

Main Municipal level stakeholders	
CCMCE at municipal level	The CCMCE, through its presence at the local level, has a mandate to support the preparation and organization of Municipal Council Elections. They also are a key partner to and recipient of the project.
Municipal Councils, mayors	Municipal Councils are formed as a result of Municipal Council Elections. They also are a key recipient of the project.
Civil society organizations and other entities	Supporting the electoral processes and awareness raising activities for local democratic processes and institutions. Local CSOs are engaged through the implementation of initiatives supporting citizens' participation to elections, as well as inclusive projects reach out to the marginalized groups of local communities.

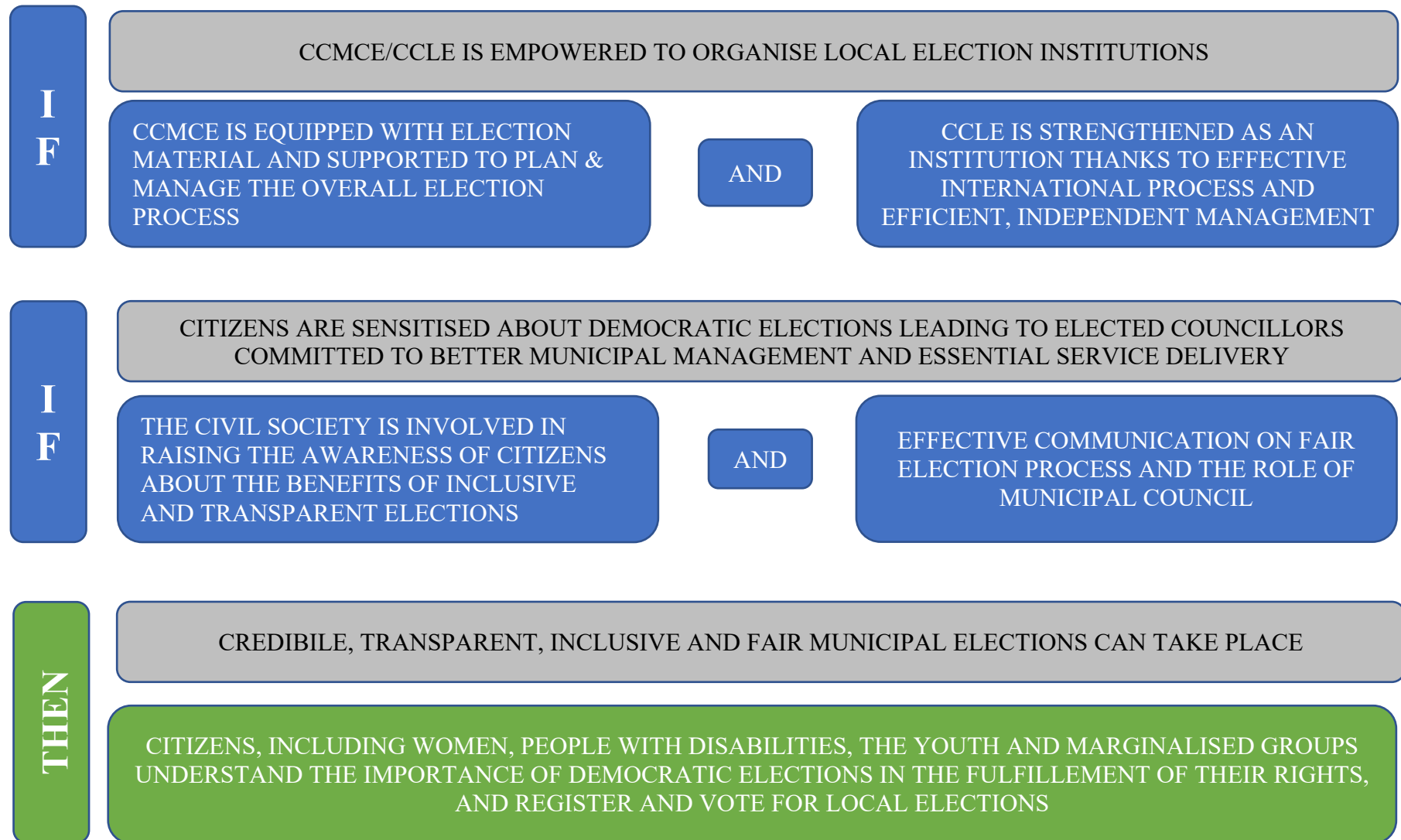
Main Central level stakeholders	
Ministry of Interior Directories, institutions and other mechanisms	
Central Committee for Municipal Council Elections (CCMCE)	Primary beneficiary of the project, in charge of local elections.
Ministry of Local Government (MoLG)	The MoLG is in charge of the decentralization process as well as local elections.
High National Elections Commission (HNEC)	Attributed to conduct local elections by the draft Constitution (Art.157), while the CCMCE has the operational mandate (law 59/2021) to conduct municipal council elections.
House of Representatives (HoR)	In charge of reviewing and validating the local elections legal framework
High State Council (HSC)	The HSC, together with the HoR, agree on the constitutional framework for national elections.
Civil Registry Authority	Key technical partner to the project, authorizing authority granting access to core civil registration data including the National Number, which is the basis for the Voter Registration System.

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Theory of Change of the project

“Local Elections Project- Support to local elections”



ASSUMPTIONS FORMULATED BY THE

OVERALL ASSUMPTION: THE POLITICAL, SECURITY, LEGISLATIVE CONTEXT DO NOT PREVENT HOLDING MUNICIPAL ELECTIONS

ASSUMPTION 1: THE POLITICAL STALEMATE AT THE NATIONAL LEVEL DOES NOT BLOCK, DIRECTLY OR INDIRECTLY THE ORGANISATION OF LOCAL ELECTIONS

ASSUMPTION 2: THE CCMCE/CCLE ENJOYS THE INDEPENDENCE, THE TECHNICAL, HUMAN AND FINANCIAL CAPACITY AND HAS THE WILLINGNESS TO ORGANISE MUNICIPAL ELECTIONS

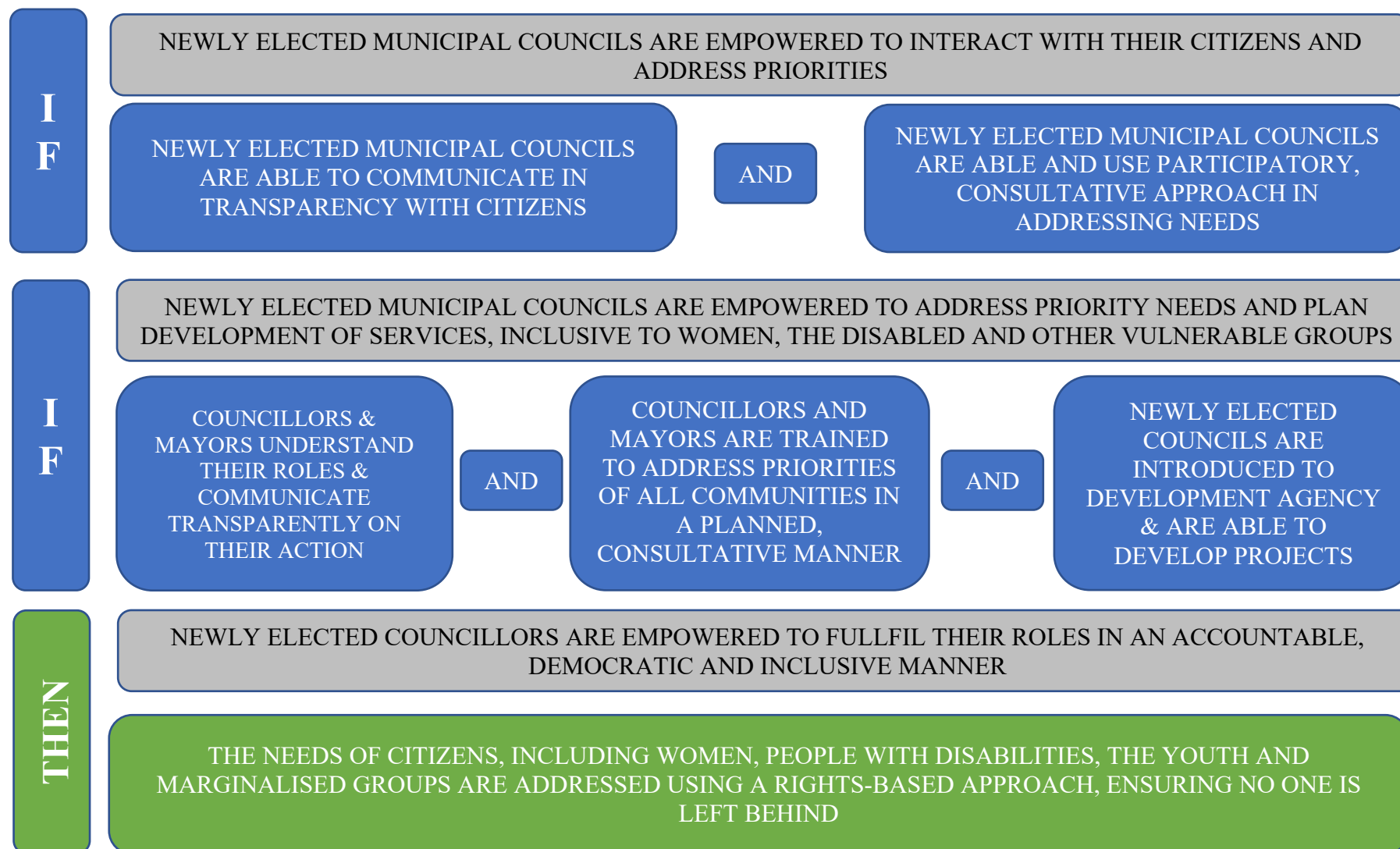
ASSUMPTION 3: THE NATIONAL AND LOCAL SECURITY CONTEXT DO NOT PREVENT THE ORGANISATION OF LOCAL ELECTIONS AND THE CCMCE/CCLE, WITH SUPPORT FROM LEP HAS THE CAPACITY TO DO CONFLICT PREVENTION AS PART OF ELECTORAL SECURITY

ASSUMPTION 4: THE CIVIL SOCIETY HAS THE CAPACITY TO RAISE AWARENESS AND MOBILIZE CITIZENS TO REGISTER AND VOTE IN MUNICIPAL ELECTIONS

ASSUMPTION 5: ELECTION PROMOTION CAMPAIGNS REACH OUT TO CITIZENS AND CITIZENS ARE INFORMED, AND ARE ABLE TO PARTICIPATE IN MUNICIPAL ELECTIONS IN AN ACCESSIBLE AND INCLUSIVE MANNER

Theory of Change of the project

“Local Elections Project- Local Governance”



4. Evaluation Purpose, Objectives and Scope

Purpose

Carried out under the UNDP Evaluation Policy and guidelines, the purpose of the evaluation is to provide UNDP, project partners and stakeholders with an overall independent assessment of the performance of the electoral support project. It is expected to provide evaluative evidence of the relevance, effectiveness, efficiency, and sustainability of the current programme, which can be used by UNDP and its partners to strengthen existing programmes and to set the stage for new initiatives.

It will assess the degree to which the project met its intended outcomes and results, the interim evaluation will provide key lessons about successful implementation approaches and operational practices, as well as highlight areas where the project performed less effectively than anticipated and/or in which other areas the project could potentially expand to reach its objectives.

Objective(s)

The specific objectives of the evaluation include the following:

1. An in-depth review of implementation of various project outcomes and outputs, as well as an analysis of factors in case the set benchmarks were not fulfilled.
2. Review the extent by which the project has contributed to gender equality and women's empowerment and other cross-cutting issues addressed during project planning and implementation.
3. Assess the quality of partnerships, national ownership, and sustainability vis-à-vis the strategy in the project document, identify if there were gaps and document lessons for future referencing.
4. Extent of intended and unintended changes in development (condition/outcome) between the completion of outputs and achievement of impacts.
5. Review the oversight, reporting and monitoring structures designed to support the project strategies.
6. Extract the lessons learned and best practices that can be considered in planning and design of an amended future phase and recommendations that can be applied in projects with the same nature.

Scope

The scope of the evaluation covers the project implementation period, i.e., May 2018, from its inception to the present period of the evaluation. The geographical scope of the project's work was all Libya, although Libya's division until 2021 limited to a certain extent our activities.

5. Evaluation Methodology

5.1. Evaluation Criteria and Evaluation Questions

As per the Terms of Reference (ToR), six of OECD/DAC's evaluation criteria have guided the organization of the Evaluation questions, the Evaluation Matrix, data collection as well as the structure of findings for the present report. These criteria include **relevance, coherence, impact, effectiveness, efficiency, and sustainability (and risk)**. Additionally, the evaluation has reviewed the cross-cutting issues of **Gender Equality and Women's Empowerment, Conflict Sensitivity, Disability, Human Rights and the "Leave No One Behind" approach**.

The findings corresponding to the evaluation questions grouped in sets around the above criteria, have been organized around the key thematic issues covered by the questions. The evaluation questions developed for this evaluation are covering the various aspects of each of the evaluation criteria. The interview questions have been formulated so that the data collected feeds the answers to the evaluation questions. The answers provided by interviewees have been compared and the trends in answers triangulated with the information from the reviewed documents, to identify and verify findings.

5.2. Evaluation Approach

The evaluation has applied a methodology aligned to UNDP's revised Evaluation Policy⁴, to Evaluation Norms and Standards of the United Nations Evaluation Group (UNEG)⁵, including UNDP Procedure for Ethical Conduct in Research, Evaluations and Data Collection and Analysis⁶. The evaluation has used a non-experimental approach to analyze the contribution of the project interventions towards achieving its results, through mixed methods, involving both quantitative and qualitative techniques, with an emphasis put on the quality. Aside from the logistical electoral operation, given the primary qualitative nature of the project, the complexity of the context, the evaluation methodology has put the emphasis on a qualitative methodology, and has formulated evaluation questions, calling on the reflective, experienced-based critical and thinking of the interviewees. Thus, it is important to explain that evaluation evidence for this evaluation corresponds to facts reported in project documents, verified through interviews, but has also sought to encourage stakeholder's analytical views and opinions.

⁴ UNDP Evaluation Policy (<http://web.undp.org/evaluation/guideline/>).

⁵ UNEG Norms: <http://www.uneval.org/document/detail/21>, UNEG Standards: <http://www.uneval.org/document/detail/22>

⁶ (<http://web.undp.org/evaluation/guideline/>).

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The evaluation's approach has taken the angle of a contribution analysis, and has a utilization focused approach, including, but not limited to: stakeholder mapping; mapping of situation and contextual analyses, in-depth project and contextual documentary review, documenting of results and processes; analysis of results from M&E tools; analysis to determine factors which promoted or impeded the progress against intended results and attribution analysis to the extent possible; financial analysis; analysis of sustainability strategies and barriers to sustainability.

Given the number and complexity factors possibly influencing the results of the intervention, the external review has investigated the causal links between actions and results, and the influence of important external parameters, such as the political, social, security, economical and internal factors, including organizational, managerial, procedural aspects.

This approach has involved the following phases:

1. Initial desk review of key project documents,
2. Drafting of the inception report, including the evaluation methodology.
 - 2.1. Development of data collection tools, starting with a review of Evaluation Questions, developing the Evaluation Matrix, Activity Plan, Interview and Survey Questionnaires.
3. Continuation and Enrichment of desk review combined with initial briefing with the project team, allowing to refine evaluation questions and identify specific additional evidence, necessary to cross the project's assumptions (ToC), its strategy (how), its activities (what), the external influences (which or who) so as to determine the contribution of the project to the results.
4. Data collection (stakeholder interview and survey).
5. Data processing and analysis
6. Drafting of Evaluation Report.

The human rights dimension and other crosscutting issues have also been integrated throughout the evaluation phases, from the design of the methodology, the elaboration of the tools allowing to collect specific data for each dimension, thus allowing to conduct targeted analysis for these specific aspects.

This has included questions pertaining to the specific rights-related situations of women, people with disabilities and the youth, as well as the marginalized groups of the population.

Intended Users of this evaluation

The intended users of this evaluation include the LEP project team, the UNDP Libya Country Office, as well as the donors to this project. Other relevant users may include the CCLE and other partners of UNDP.

5.3. Evaluation methods and tools

The evaluation has used mixed methods to guide the data collection, which has mostly involved a qualitative collection and analysis of information. This choice is justified, as already mentioned, given the qualitative nature of the project, and, given the limited availability of quantitative data collected by the project through M&E tools.

The mix method approach has involved the following activities:

- **A desk review** of documents produced by the project and UNDP, complemented with context and thematic-relevant reports and publications gathered through the consultant's research or shared by interviewees. The analysis of documents has been used to map stakeholders of the project to understand its role and strategies, identify events and factors, external and internal to LEP, tailor interview questions to each stakeholder category.
- **An Evaluation Matrix**, expanding evaluation questions into sub-questions, judgement indicators and means of collection to organise the data collected.
- **Evaluation questionnaires, used for Key informant Interviews** developed for stakeholder interviews, and tailored to the different stakeholder categories. Questions have been refined and adjusted as the evaluation was deepening its understanding of the project.
- **An Evaluation survey** was developed to collect systematic information from newly elected municipal councillors and mayors, in order to collect systematic information and identify patterns of answers. The information from the survey has not been used as only one respondent returned the survey. The evaluation understands written feedback is not the most efficient way of collecting information. Additionally, it seems most municipal councillors prefer providing oral feedback as they are usually very busy dealing with the many pressing priorities a municipality has to deal with. Also, written communication is not much part of the Libyan culture and, to some extent, of business practices. The evaluation has had to adjust to the norms and customs in the local context, which has placed voice communication at the center of the source of data collection.
- **Data analysis** was conducted in crossing evaluation interview notes with findings from the written documentation and complemented with additional available reports on the electoral context in Libya.

The evaluation has used a mix of qualitative and quantitative tools for the collection of data identified as relevant to answering the Evaluation Questions. Qualitative data has involved an in-depth documentary review and structured desk analysis of the project design, its implementation approach, results and processes, reconstruction of the Theory of Change, a structured desk analysis of policy documents and legislative frameworks.

Besides the review of project documents, the collection and analysis of secondary documentation, the evaluation has developed tools tailored to collect data during the interview phase.

Stakeholder interviews

A range of questionnaires has been developed so as to tailor questions in relation to each specific category of stakeholder (State, non-State actor, International, national, district or local level stakeholder). Questionnaires included a mix of close, semi-open and open questions to as to identify patterns of answers but also to give space for expressions of views and critical thinking.

Selection of Stakeholders for interviewing

In consultation with the project team, a list of stakeholders targeted for interviewing, has been established with the following criteria in mind:

- A representation of all project stakeholder categories, from the project team, local and national level, government and non-government actors, donors, and relevant international organisation representatives.
- Municipal representatives of newly elected councils and mayors. Given the difficulty to reach out to municipal councillors and other actors based in the field, priority has been given to those who were available and reachable over the phone or through internet-based communication during the interview phase. The below is an overview of the stakeholders interviewed by the evaluator.

Number of stakeholders interviewed by category

Category of stakeholder	Number
LEP Project Team Staff	7
Implementing CSO Partner	2
Municipal Councillors	6
Mayors	5
International Agency	5
MoLG	1
CCMCE/CCLE (current or former staff)	4
UN	1
Donor	4
Libyan Central Institution	3
Consultant	3
Total	41

5.4. Cross-cutting issues

The evaluation has integrated the review of cross-cutting issues to be covered in the methodology. This has involved identifying judgment indicators in the Evaluation Matrix, for Gender Equality and Empowerment, Conflict Sensitivity, Disability, Human Rights and the “Leave No One Behind” approach. The evaluation has also singled out information covering these themes in the desk review. Evaluation interviews have also included questions specifically targeting these issues in order to capture how each one of them had been integrated in the project design and activities during implementation.

This approach aimed at comparing the change process, logic of intervention and expected results of LEP with effective results as reported and viewed by stakeholders themselves. The interviews of female municipal councillors have given a direct access to their perspectives as women and on observed changes that are specific to gender.

6. Ethics of the evaluation

This evaluation has been conducted applying standards of integrity and respect for the beliefs, manners, and customs of the social and cultural environment; for human rights and gender equality; and for the ‘do no harm’ principle for humanitarian assistance. This evaluation has ensured the conditions of interviewing have been conducted in compliance with the rights of institutions and individuals to provide information in confidence, ensuring that sensitive data is protected and that it cannot be traced to its source and must validate statements made in the report with those who provided the relevant information.

Ethical issues have been systematically considered throughout the whole evaluation cycle, in order to ensure that the conduct of the evaluator sticks to ethical principles and professional standards.

The evaluation consultant has been abiding by the following core principles:

- **Integrity:** the active adherence to moral values and professional standards, which are essential for responsible evaluation practice.
- **Accountability:** the obligation to be answerable for all decisions made and actions taken; to be responsible for honoring commitments, without qualification or exception; and to report potential or actual harms observed through the appropriate channels.
- **Respect:** engaging with all stakeholders of the Evaluation in a way that honors their dignity, well-being and personal agency while being responsive to their sex, gender, race, language, country of origin, LGBTQ status, age, background, religion, ethnicity, and ability, and to cultural, economic and physical environments.
- **Beneficence:** striving to do good for people and planet while minimizing harms arising from the Evaluation as an intervention.

The evaluator has informed the stakeholders on the confidentiality of the information they would share during interviews as well as the scope and objective of the evaluation.

6.2. Limitations of the evaluation

The entire evaluation, including the on-field evaluation phase has been implemented remotely, thus no physical logistics were involved. However, there have been some limitations listed in the table below.

Limitations	Adaptative Measures
Limited availability and response of stakeholders	<ul style="list-style-type: none">• Liaised with the LEP project team for introduction to stakeholders.• LEP Project Manager and Team did an intensive follow-up with stakeholders via email.• The LEP provided a substantial mobilization effort to reach out and arrange interview schedules, especially with municipal councillors.
Technical issues with remote communication, power outages.	<ul style="list-style-type: none">• Frequent power outages, weak mobile network, and changes in availability of stakeholders in the field has often interrupted conversations or required rescheduling.• LEP team did an intense daily work on contacting and rescheduling remote meetings, despite technical challenges, allowing to reach a decent number of stakeholders.
Home-based evaluation and remote interviewing	<ul style="list-style-type: none">• Though remote interviewing cannot replace face-to-face meetings in terms of quality, the LEP team, evaluation interviewees and the evaluator showed flexibility in the scheduling of interviews and in the choice of the communication medium.
The evaluation timeframe was tight	<ul style="list-style-type: none">• The timeframe for this evaluation was rather tight; a constraint the evaluator was informed about and accepted. With flexibility in the schedule of activities and rapid feedback from UNDP, the timeframe was respected.
Limited M&E data	<ul style="list-style-type: none">• Given this limitation, the evaluator has used the information from the project progress reports and other project written products.• The LEP team has made itself available to provide complementary briefing sessions.

7. Evaluation Findings

7.1. Evaluation Criteria: Relevance

Alignment to Country Programme outcomes, SDGs, UNDP's Strategic Plan, and national development priorities

The LEP objectives are aligned to the existing international framework, i.e., the 2020 United Nations Security Council Resolution (UNSCR) 2510, especially in relation to aspects pertaining to stability, peace, and security, in that transparent and credible municipal elections have led to citizens expressing their democratic rights and choice of candidates to addressing pressing needs, threatening peace and stability. The project is also in line with the June 2021 conclusions of the second Berlin Conference on Libya, which has led to a Government of National Unity (GNU). More specifically, the project supports the conclusions in the area of « participation of women, inclusion of youth, fair and transparent elections, confidence building, decentralisation and support to municipalities. »

LEP is also relevant to the United Nations Strategic Framework (UNSF, 2019-2020), drafted by the United Nations Country Team (UNCT), as a framework temporarily compensating the absence of a national development strategy, and which takes reference on the 2030 Agenda for Sustainable Development and the SDGs.

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The project is also supporting the following SDGs:

LEP Intervention	Corresponding SDG
<ul style="list-style-type: none">• Support to women's participation in municipal elections• Support to women municipal councillors in their duties and gender dimension in their initiatives• Awareness raising campaign on women's participation in elections	SDG 5 Gender Equality Target 5.5 Ensure women's full and effective participation and equal opportunities for leadership at all levels of decision-making in political, economic and public life
<ul style="list-style-type: none">• Support (training) to newly elected councils for a participatory, inclusive approach in addressing community's priorities	SDG 11 Sustainable Cities and Communities Target 11.3 By 2030, enhance inclusive and sustainable urbanization and capacity for participatory, integrated and sustainable human settlement planning and management in all countries
<ul style="list-style-type: none">• Support to holding transparent and democratic elections• Awareness-raising campaigns on roles of municipal councillors• Capacity-building of elected councillors to fulfill their duties in a responsive, inclusive, and participatory manner	SDG 16 Peace, Justice and Strong Institutions Target 6: "develop effective, accountable and transparent institutions at all levels" Target 7 "ensure responsive, inclusive, participatory and representative decision-making at all levels"

Correspondences between UNDP's Country Strategy and LEP

The project objective and its activities have been supportive of the 2019-2020 CPD and remain relevant to the new 2023-2025 CPD, and especially, Pillar 1. « Combating political and administrative fragility through enhancing the accountability, effectiveness, and gender-responsiveness of governance mechanisms ».

Outcome	Output	LEP
1. By late 2020, 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	<p>Output 1.1 Space for national reconciliation is created addressing community needs and mutual interests</p> <p>1.1.1 Percentage of community initiatives based on the dialogue agreements</p> <p>1.1.2 Number of media professionals reached for conflict-sensitive journalism and communication enhancement</p> <p>1.1.3 Number of municipalities with conflict mediation capacity strengthened</p>	<p>The Democracy Bonus of the project has contributed to consolidating the two outputs, by enhancing the capacities of councillors in the municipalities where local elections have taken place. LEP, through its electoral security component, has contributed to assess the security situation in municipalities.</p>
2. By late 2020, relevant Libyan institutions improved their capacity to design, develop and implement social policies that focus on quality social services delivery for all women and girls, men and boys (including vulnerable groups, migrants and refugees) in Libya towards enhancing human security and reducing inequalities.	<p>Output 2.1. Improved local public services and upgraded infrastructure to enhance accessibility and boost resilient local economic development, in targeted regions of the country.</p>	<p>LEP has complemented other local governance projects, including, UNDP's SFL project by providing initial training support to councillors in municipalities where elections have taken place, on their roles and on accountable, transparent communication on their actions with their citizens.</p>



Relevance of the Theory of Change

As explained in Section 3 (Description of the intervention), the project proposal does not feature a full-fledged but only elements of a Theory of Change (ToC). The evaluation has gathered several elements which could provide a basis for the review of the ToC.

These elements include:

- ◆ The revised results framework of the project (expanded to municipal council's support), (featured in the Introduction section of the present report.)
- ◆ Strategic elements in the 2019-2020 and 2023-2025 UNDP CPD, on the role of local election in stabilisation and local governance.

There are other important aspects that have contributed to shape the expected change of the intervention. These include:

- LEP was formulated in the continuation of UN's (UNSMIL) electoral support to Libya, enjoying the strong rationale of the role of national elections to ensure a smooth democratic transition in Libya. The opportunity to hold (local) credible elections in the absence of national elections provides a strong justification for the project.
- LEP is the formulated response to the direct request of a Libyan institution (CCMCE), consolidating the justification described above as well, as the timeliness response was opportune.
- The change process was updated in the course of implementation as the scope of the project broadened to include additional components (Democracy Bonus⁷, Municipal Sub-track, Legal and Reunification files....) as the LEP has been adjusting and responding to opportunities arising from the needs and gaps identified by the project.

Thus, a detailed ToC is absent from the initial project document, the above-described elements provide sufficient ground for a clear and strong rationale.

However, a detailed description of the change process could have allowed to develop indicators of change, which could have been used in the Results Framework, and, in turn provide the elements necessary for an M&E framework to capture and describe the results-level change that can be attributed to the project.

Among other benefits, including systematic reporting, this would have contributed to unpack the complexity of the change process using SMART indicators to measure the extent to which the results have helped reach the objective the project.

That is not to say the project has not collected implementation data. Indeed, it has regularly produced a number of analytical documents, which have provided a crucial foundation to the development of the several components which have been included in the project along the way.

⁷ The Democracy Bonus aims at building the capacity of the elected councils including, but not only, on communication and outreach to its citizens, but also taking into account the need for capacity development in other areas.

Relevance to needs and context

The relevance of the LEP in its initial electoral assistance form is high and it remained high throughout the implementation cycle. Owing to sustained interaction with stakeholders and a thorough analysis of the context by the project management, this positioning conferred the ability to identify gaps and opportunities as it emerges from an ever-changing context.

Response to a request from the CCMCE

The request from the CCMCE for electoral support responded to a need formally expressed by an institution while occurring in a context, marked by a frozen national electoral context. The CCMCE request to UNDP & UNSMIL emerged in a context, where municipal council elections had not taken place since a first round of such elections (in 92 municipalities) since 2016, and where newly created municipalities were seeking legitimacy through democratic elections.

The relevance of the need was strong as it enabled the organisation of local elections in municipalities where citizens were affected by the absence or dysfunctions of essential public services, partially as a result of poor local governance framework.

Quoting a publication from the **Center for Operational Analysis and Research⁸ (COAR)**, LEP came as an opportunity to hold local elections in a context where « In all likelihood, Libya's elections will not take place as planned and will result in escalation and (re)polarisation. » « Libyans seeking an end to the transitional period largely welcome the elections but are on the lookout for elites working against a meaningful process in order to stay in power. »

Following an original agreement between the MoLG, Ministry of Interior (MoI) and UNDP on the supply of electoral materials, in a context of strong pressure to HNEC to conduct national elections, the CCMCE decided to move on with local elections, while there was overall little interest in it. The chairman of the CCMCE did actively advocate for local elections support, resulting in a UNSMIL/UNDP/CCMCE agreement with UN funds to complement CCMCE left-over funds and allowing local elections to go ahead.

The CCMCE request was also of an acute pertinence to the context, led by the absence of national elections for a long time. Thus, the opportunity to make municipal elections happen was key in sending a sign that democratic expression could happen, even in a locked political context that was making it difficult for the international community to achieve concrete results at the national level.

⁸ <https://coar-global.org>

Continued relevance to context development

Whether it is of security, political, pandemic, legislative or institutional (CCMCE/CCLE) nature, the nature and number of events that have affected the implementation of LEP is elevated. (Please see the visualisation diagram in the EFFICIENCY section (7.4., under the sub-section “**Influence of the context of the project efficiency** »). The evaluation has found the project remained relevant at all times to external events. While adjusting to difficulties (COVID-19, conflict, legal amendments), LEP has used a capacity of deep listening through intensive stakeholder consultation, combined with an acute sense of analysis, to identify gaps and propose pragmatic, often innovative, solutions.

The project’s timeline can be distinguished into 2 distinct “lives”, conditioned by the development of the context: **A first life** (2018-2020), which saw unprecedented transparent municipal elections taking place, despite a context marked by high political instability, followed by a **second life**, deprived of any election, be it at the national or local level. These two phases approximately coincide with the institutional evolution of the CCMCE into the CCLE, the first being associated with an experienced institution credited with significant democratic electoral achievements while the second characterized by an important turnover of staff, change of leadership and a lack of electoral experience. The project has adjusted the nature and pace of its support to this new configuration, demonstrating flexibility in switching from an intensive operational fast-paced electoral support to a capacity building effort, while in the meantime, adequately adjusting its modalities to the security, pandemic, and political constraints.

In the background of these two “lives”, the Project has seized challenges to either adapt to challenges (developing remote implementation modalities in the COVID-19 context) (political, security, COVID-19) or take advantage of difficulties to build responses and incorporate them as project components.

The project’s approach, strongly focusing on stakeholder consultation and interaction, feeding a deep sense of situation analysis (the project has produced several important analytical documents, such as the legislation review for instance) helps explain why LEP has remained relevant to the context and responsive to emerging needs and opportunities, throughout the project cycle. This has led the project to widen its scope to include additional components which have grown into strategic size, more than in budget size. For instance, answering to a request from Special Envoy of the Secretary General Ms. Stephanie Williams, to engage in supporting the process of reunification of institutions, the project has maintained and increased its strategic relevance.

The below visual is highlighting how the project has responded to events, constraints, and often turned them into opportunities for development.




LEP Responses to situations and events 1/2

Summary of LEP adaptation to context changes

Situations & Event	(Potential) Impact on LEP	Project Response
✓ Newly elected councillors have little experience & face high citizen expectation in service delivery.	✓ Risk of loss of trust in the election process if inexperienced councillors lead to weak governance.	✓ Democracy bonus in support of newly elected councillors.
✓ Repeated amendments to electoral legislation (Law 59).	✓ Postponing/cancellations of elections and court cases to CCMCE.	✓ Legislative review and recommendations by LEP. Consolidation of the legal unit of CCMCE/CCLE.
✓ Mayors from East and West eager to communicate. Difficult communication between municipal and central institution levels.	✓ Lack of communication and dialogue, East and West division prevent country-wide municipal elections.	✓ Municipal sub-track involving supporting horizontal dialogue among mayors and vertical dialogue with central institutions.
✓ Unpredictability of conflict and complexity of local tensions are a threat to election planning and holding.	✓ Challenges in establishing electoral calendar and supporting CCMCE/CCLE in election preparation.	✓ Field security assessments and analysis & institutionalization of this capacity within CCLE.
✓ Libyan Political Dialogue Forum is a response to no progress on the political dialogue & the division of institutions prevails, affecting progress in the transition.	✓ Continued institutional division prevents elections in the Eastern part of the country and the dialogue needs municipal-level involvement.	✓ 'Municipal dialogue', promoting horizontal & vertical dialogue on local governance & decentralization, conceived & launched by LEP
✓ Persistent continuation of institutional division affects progress on reconciliation	✓ The project involvement in the municipal-level dialogue and interaction with institutions offers an opportunity for support by LEP	✓ A partnership with NPC leads LEP to support reunification of institution file, a mandate of the NPC, on a technical level.

LEP Responses to situations and events 2/2

Summary of LEP adaptation to context changes

Situations & Event	(Potential) Impact on LEP	Project Response
 Further to a government decision, the CCMCE becomes the CCLE, involving a change of leadership, as well as a substantial replacement of staff.	 A lot of the institutional capacity the CCMCE had acquired is lost and the less experienced and qualified CCLE requires a boost in the capacity-building effort.	 The LEP team intensifies its technical support with the perspective of the November 2022 in mind and consolidates institutional processes along the daily capacity effort.

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The PRODOC adjustment with the introduction of a democracy bonus offered a timely response and appropriate additional support to the quasi-only form of democratic life in Libya with the election of municipal councils.

Relevance of UNDP (added value)

The evaluation has sought to explore the relevance of UNDP as an actor over the continuation of its commitment into supporting local elections.

On the strategic side, electoral assistance was clearly identified as supporting the previous Country Programme Document's objectives and this is reinforced in the CPD for the upcoming three years. Further, electoral and post-electoral support has taken a deeper strategic importance in UNDP's local governance continued engagement with the agency's effort to support decentralisation.

The consolidated statements from the evaluation interviewees have also clearly expressed the opinion that UNDP continues to be a relevant actor for electoral support, with the opinion it offers added value. Chronologically, the value has been created in the experience gained so far through the LEP project and UNDP's active intervention at the municipal level.

The added value can also be found in the project's specific characteristics. Owing to a leadership, enjoying a high-level technical expertise, the project has been able to provide credible support, and gather a team, with a wide range of complementary competencies, despite the challenges of staff turn-over in Libya. This level of expertise has allowed LEP to develop its own approach, described in the previous sub-section. The project has further increased UNDP's credibility across the country, especially with national and municipal Libyan institutions. Evaluation interview respondents have mutually echoed the importance of continued engagement in long-term process, a highly valued attitude and a key aspect of credibility, allowing to advance in areas stuck at the political level: progress on elections and reunification are also the results of trustful relationship building. Quoting an actor involved in reunification: "UNDP is relevant as it is a multilateral agency but also because it has taken the time to build a trustful relationship and also because its interlocutor has shown a great deal of patience, understanding that reunification is a long process".

7.2. Evaluation Criteria: Coherence

Fitness to context

In a context marked by instability of multiple nature, and where the factors of instability have significantly affected activities, LEP has been challenged to keep focus on its objectives while remaining coherent to contextual variations.

The evaluation has found the project has achieved both challenges as it never lost the concentration on project objectives, while employing flexibility and creativity, both in the modality and the action. The modality, involving a highly consultative and analytical approach, as explained in the sub-section on the context relevance from the Relevance chapter.

Pragmatism has been an important ingredient to the coherence of the context, as, without the ability to identify the tiny spaces when progress could be made, the project could have well stayed stuck for a long time, waiting for the political lockdown to be removed.

The extension of the support to elected councillors and strengthening electoral processes when the context would not allow municipal elections to take place is a good example of this attitude. Highly coherent to a situation where the context was not allowing national elections to take place.

A context where the population was in desperate need of signs of democratic life, where expectations of better public services could be voiced in a legal and legitimate frame, the “Democracy bonus” gave an additional boost to practicing democracy as an answer to citizen’s expectations.

Synergy with other international programmes

LEP has created synergy with other expert organisations in the field of electoral and post-electoral support. During the first phase of the project when municipal elections had taken place, LEP had operated closely with expert international agencies, both in its support to the CCMCE and at the municipal level. This synergy has led to coordinate and gather a complementary expertise in the various pre- and post-electoral support areas.

Such agencies as the International Foundation for Electoral Systems (IFES) have been involved in the capacity building effort to the CCMCE, in the area of electoral security (IFES), electoral dispute resolution.

The LEP project has also cooperated with the Libya Electoral Security Planning and Implementation (LESPI) project which, implemented by Creative 2020, where the LEP and LESPI together designed and conducted a capacity building activities to the CCMCE and its sub-committees in designing an Electoral Security Assessment action plan.

Synergy between UNDP projects: Synergy has also been established between several UNDP projects in order to address local tensions emerging from the annulation of election results by court decisions. UNDP’s National Reconciliation and SFL projects to assist in defusing tensions and find the mechanisms to help solving complicated local issues.

The project has also created synergy in stimulating exchanges with international development actors. By supporting democracy to take space at the municipal level, the project has contributed to instilling a favorable environment for local governance projects, where elected municipal authorities could express their needs and provide elements for project development. Thus, the link between transparent local elections and local governance is strong, as voters are expecting the municipal candidates of their choice to improve the delivery of essential public services. Local elections are therefore closely associated with good governance and the credibility of the electoral process has created an auspicious context into which local governance programmes can be anchored.

While most international actors agree on the need to continue supporting the municipal election process, each of the various organisations involved applies its own specific approach and coordination seems to be effective rather around concrete joint activities, than around a systematic exchange of information. For instance, with GiZ developing a capacity-building

programme targeting municipalities, this intervention could provide an opportunity to share the capacity effort during a potential future phase of LEP. As an illustration of this gap, multiple municipal-level surveys have been conducted separately by various organisations.

As a result of the welcoming events organised by municipalities and supported by the project to promote municipality priorities with international actors, several municipal assistance projects saw life.

The institutional support to the CCLE has also involved consolidation of inter-institutional synergy between central institutions, for several procedural purposes, such as electoral security (systematic collaboration with the Ministry of Interior).

Coordination

LEP has taken coordination seriously and intensively, especially during the initial years when municipal elections were taking place, as the electoral period was labor-intensive and demanded a rigorous and timely effort. The coordination on electoral activities decreased in intensity during the period, void of elections and as central institutions had not taken over effectively the role of inter-institutional coordination. During this time, the project actively engaged in a coordination effort, focused on electoral security and the reunification of institutions.

Coordination has been active and efficient, particularly during the initial two years while elections could take place and under the intense coordination support of the LEP and of the proactive CCMCE leadership. Board meetings were regularly held on a quarterly basis and involving donors with a high-level representation at Ambassadorial level, while weekly meetings were taking place in periods before, during and after elections.

The active involvement of the team with expert organisations (IFES, National Democratic Institute - NDI, International Republican Institute - IRI...) specifically engaged in elections support has allowed to join forces in the delivery of training on complementary topics. Activity-level coordination has proved effective as long as it was sustained, especially when the situation (election preparation) was demanding it. As an example, the LEP team and IFES were holding weekly coordination meetings during the electoral periods resulting in efficient joint trainings to councillors.

The central-level, institutional coordination has not been very active or effective when it comes to higher-level coordination. The gap in central-level coordination seems to be persistent, and the absence of local elections in the past two years has not given the necessary incentive to boost coordination. There is also no regular coordination among international actors, even though the project is approaching the end of a cycle and while the organisation of upcoming municipal elections in November is an indication of the need to consolidate the CCLE which remains a very actual need.

LEP continues to coordinate within each project component, with actors specific to each thematic. This includes facilitating a systematic coordination between the CCLE and the MoI on

electoral security, coordination with civil society actors when it comes to outreach, civic and voter education.

During the second part of the project cycle, from 2021, the project has increased coordination with the Ministry of Local Government and the High Council of Local Administration, especially within the project's enlarged scope of activities towards local governance.

The municipal-level feedback on local governance programmes indicates that the communication from the large local governance programmes of international cooperation agencies could be more systematic, as one or a municipality complained they receive very little information from the MoLG and do not enjoy the same level of information other municipalities have. Most municipal interviewees have explained they are not aware of the eligibility and selection process when it comes to the attribution of projects or the geographic targeting.

Strategic development

The project fits in the frame of the UN electoral support provided by UNSMIL over the past years, so it remains in the line with the priorities and principles of the transition strategy, supported by the key actors in Libya, i.e., a democratic transition in the unity of the country. In the case of LEP, it is a response to a specific institutional request which explains it has taken the form of a project. Additionally, LEP also fits to UNDP's approach to address directly municipal-level needs as this level was not constrained by national level political obstacles and the CCMCE request for UNDP assistance offered an opportunity to support isolated municipalities, while showing a high strategic relevance.

Under the leadership of the Chief Technical Advisor, the project has ventured in a broader territory, using its analytical capacity (partly through World Bank-backed studies) to identify areas where the electoral environment needed consolidation, and, approaching underlying factors which prevented newly elected councillors to perform.

As the project enlarged the span of electoral assistance, it has progressively strengthened the framework around elections (through voter education, electoral security, and the capacity-building of the CCLE) and this has also involved consolidating the outcome of democratic elections, i.e., supporting elected municipal councils. This started with the immediate post-electoral support, with the introduction of the "democratic or democracy? bonus", to expand by addressing the situation of decentralisation through the municipal dialogue. Further to a request from the NPC, the project got engaged in the reunification process, where the project could support the involvement of the municipal level track? through its support to mayors in the LPDF.

The project's evolution, following the evolution of context, has increased the strategic importance of the project, probably exceeding the project's strategic capacity/span/vision? level. The evolution of the project's organigram (with the two project chart diagrams featured in the Efficiency Section of this report), is a good illustration of the shape the project has taken today, and which could also be considered as several sub-projects into a wider programme.

7.3. Evaluation Criteria: Effectiveness

More than just an electoral operations support project

The project, and its flagship results - making local election happens at a time when there was not much democracy advancement, has given additional visibility and credibility (interest of US Ambassador in the project) to UNDP. This recognition has been meaningful in facilitating exchanges with other Libyan institutions and for UNDP, to engage into strategic initiatives, such as reconciliation. In turn, UNDP's credibility has been beneficial in giving a voice to municipalities from the East, its eagerness and readiness for dialogue, as well as to the credibility and neutrality of the NPC, facilitating and enhancing its contribution to the reunification process.

The importance of holding municipal elections in the 2018 Libyan context had gone beyond the project level as it delivered convincing success, visible at the national level while benefiting citizens, in a time when the international community was looking for results.

From an initial electoral operation support project in 2018, the project has grown into an intervention which has widened its scope while maintaining strategic relevance and coherence, including in the areas the project has ventured in, often using innovative manners.

Limiting the evaluation of LEP's effectiveness to quantitative criteria would be misleading as this would miss that the effectiveness is primarily in the qualitative value of the project's results and achievements. As an example, using the number of municipalities where the project has supported credible elections to take place, would exclude several other dimensions, sometimes difficult to capture, as it is not always tangible, though of high value, such as: Transparent elections, followed by the performance of newly elected councillors, committed to address citizen's needs, no matter how hard the slow decentralisation is making their jobs, using innovative means of consultation and communication, has been noticed by many. The examples of elections, bringing closer elected councillors to the needs of citizens, has sparked interest among communities in other municipalities. The youth, women, have voiced their interest through the social media, the internet, and occasional surveys (e.g., IFES survey).

The number of activities and the labour-intensive investment behind each result, in a context rich of obstacles and challenges, is a strong indication of the high effectiveness of the project and more specifically the team, standing behind these achievements. A large part of the nature of the work is involving low visibility activities, patient preparation and intense stakeholder interaction, that is worth mentioning in the consideration of reviewing effectiveness.

The dimension of the groundwork, and deep involvement of the project team has gone unnoticed in the feedback from evaluation interviews. The discussions held with stakeholders converge to an overall unanimous appreciation of the project results as remarkable, marked by the transparent and democratic elections despite an incredibly challenging context.

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It has been a challenge for the evaluator to gather the latest numerical data on the project results, as the 2022 annual progress report is yet to be produced and also, given the number as well as the diversity of activities.

The project has considerably developed thanks to great attention and analysis on the evolution of the context, which has been driving the LEP to expand into post-electoral support (democracy bonus), horizontal and vertical dialogue (municipal sub-track), conflict prevention (electoral security), institutional capacity-building (to an inexperienced CCLE institution) and peacebuilding/reconciliation (reunification file).

The effectiveness of implementation can also be explained by the specific approach the project management and team has taken. The below table is listing the characteristics identified by the evaluation.

Identified characteristics of LEP approach and implementation effectiveness	
Flexibility	LEP has demonstrated an ability to adjust to a diversity of challenges of security, legal, institutional, epidemiological nature
Responsiveness	Ability to identify rapidly a response, using stakeholder consultation, research and analysis to respond to challenges (pandemic adapted implementation modalities, electoral security field assessment, amendments to Law 59 legal analysis and recommendations, election cancellation period development of new components, Institutional capacity loss, re-focus on institutional building of CCLE)
Pragmatism	Ability to prioritise pragmatism over theorizing: “Democracy bonus to consolidate the position of newly elected councils”, Approaching reunification from a technical perspective.
Listening/consultation	The evaluation understands the project has kept an open, consultative attitude towards Libyan stakeholders, dedicating a significant amount of time in encounters with stakeholders
Innovation	The legal advice file, the reunification file, the democracy bonus, have revealed an acute sense of assessment and analysis, pragmatism in the innovative approaches which led to the development of the new components.
Strategic-minded	The development of new components has all touched upon important strategic topics of UNDP: from decentralisation to local governance, from democratic elections to reunification.

The limited use of indicators at the outcome and change level has made it a bit challenging to grasp the diversity and wealth of change LEP has produced.

Output 1 key outputs

Making municipal elections happen in a very challenging context, where no elections had taken place for several years.

- ⇒ Procurement, provision of electoral materials & advisory services.
- ⇒ Advocacy/recommendations to the new regulation change of the electoral system (1363 Party Block Vote system).
- ⇒ Sustaining Peace through Elections – Study tour to the UNDP / EU Global conference
- ⇒ Upgrading of the Voter Registration system (VRS) & assistance in VR system maintenance, data management, results management
- ⇒ Procurement of indelible ink as an adaptive measure to COVID-19.
- ⇒ Continued Election Preparations (consultations with key stakeholders in those municipalities)
- ⇒ Support to CCMCE Training and Procedures unit
- ⇒ Support preparedness of CCMCE subcommittees with operations/coordination teams
- ⇒ Support to election day
- ⇒ COVID adaptation measures: review of electoral procedures: recommendations to Supreme Committee for National Reconciliation
- ⇒ Preparing the next series of second-generation municipal council elections (elaboration of criteria for selecting further municipalities...)
- ⇒ Support to the training of CCMCE, sub-committees and polling station staff
- ⇒ Preparations for polling station staff training
- ⇒ Sub-committee manual, regulation (to help sub-committees prepare for elections)
- ⇒ Capacity Building of the CCMCE

Output 2 key outputs

- ⇒ Strategy for Voter and Civic Education strategy
- ⇒ Post-election pilot initiative: better linking municipal council elections with the tasks and challenges of the councils, assisting the newly elected councils in the post-election period to be better understood by the citizens, and create synergies between development partners (Democracy Bonus).
- ⇒ Training on Electoral Process Management for Officials of the CCMCE
- ⇒ **Conflict sensitive approaches/conflict prevention /electoral security (innovative approach decision taken by the project Board.**
- ⇒ Advocacy and key legal recommendations formulated following to modification of the local election legislation. Increased awareness and understanding of lawyers and judges on the legal dimension of local elections.

More than adapting to the context, LEP has also been effective in taking advantage of challenges to develop using innovation. The following chart gives an outline of the focus on the components of outcome 2, illustrating how the project's consultative, analytical and innovative approach has been a key ingredient in the development of the four components.

Based on the above summary of results, the evaluation has identified key changes related to those results.

Key changes indicators (based on evaluation interview feedback)

Municipal councillors:

- Enhanced communication and accountability of municipal council actions.
- Conflict prevention through consultative approach of municipal councillors.
- Increased women's participation into the management of certain sectors (health, education, social), women-headed sectoral forum.
- (some) municipalities have opened to cooperation with international organisations, the project has also created synergies among municipalities as new elected councils have started to exchange their mutual experiences, challenges and response.

Mayors:

- Express needs and make recommendations through participation to the municipal dialogue.
- Synergy and learning from municipal experiences across the country.

Citizens:

- Opportunity to participate to democratic elections.
- Awareness of the importance of participation to democratic elections.
- Awareness on the relation between democratic vote and the provision of public services.
- Increased interest, credibility for the electoral process, its benefits, including in municipalities where elections have not taken place.
- Increased ability to monitor the performance of elected councils.

Women:

- More visibility of women with women presence in municipal sessions, sometimes chairing municipal commissions, as well as other public consultations.
- More participation in public life through mobilisation of women on specific gender-related obstacle.

Youth:

- More visibility and awareness about education and employment initiatives for the youth.
- More visibility of the youth, through social media.

Civil Society:

- Increase visibility through social media campaigns.
- Increased role in the interaction between municipal councils and citizens. (A CSO selected to run a voter registration awareness raising campaign recorded an increase in voter registrations at the end of the campaign, this trend was also confirmed).

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CCME & CCLE:

- Demonstration of performance by CCMCE to support municipal elections.
- Consolidation of the CCLE as a renewed institution, lacking experience and some competence.

Legal:

- Inclusiveness of electoral process in the process of being better protected through the enhancement of the CCLE's legal unit.
- Democratic electoral process and results better protected through the enhancement of the CCLE's legal unit and the legal review of the project.

Security:

- Conflict prevention through pre-election field assessments.

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 Nous ne pouvons pas afficher l'image.

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In addition to output 1 and 2, the project has managed to include the following components, which are not just additional activities but represent engagements into substantial processes.

Municipal sub-track of the Libyan Political Dialogue Forum (LPDF) (bring all mayors across Libya together: project conceived and launched in the second half of 2021 the ‘municipal dialogue’, promoting horizontal and vertical dialogue on matters of local governance and decentralisation. Another novelty in 2021, has been the new partnership and engagement with the National Planning Council on the reunification of institution file, a mandate of the NPC. The split of the country since 2014 left around 140 Libyan institutions divided. Following a high-level workshop with personalities from across Libya, UNDP in cooperation with UNSMIL will support the NPC to foster the unification of institutions as part of the larger objective to promote Libyan reconciliation efforts.

The project will refocus in 2022 - 24 to Libyan institutions by further expanding its support to local governance specifically further supporting Libya’s decentralisation process, by more closely supporting the Ministry of Local Government and the High Council of Local Administration in their efforts to increase the capacity of municipal councils and their core administration following the new transfer of municipal competencies, as well as by further promoting democratic participation of citizens during the mandate of elected councils, and through the support to the Central Committee for Local Elections to conclude the second-generation of local elections.

Post-election initiative in support of democratically elected municipal councils to build capacity for inclusive representation & promoting peace and stability in the municipalities:

Democracy bonus: The organisation of encounters between newly elected councillors and international organisations has brought significant and lasting results in the municipalities where such encounters have led to concrete projects, or at least, a better understanding of municipalities on how to engage in international cooperation projects. The project response to the changes in the election’s legal framework represents an achievement that exceeds the original legal output, as it has equipped municipal councils with the necessary knowledge for councillors to fulfil their duties in compliance with Law 59, while protecting the CCMCE as well as the principles of democratic elections, on the several occasions, the legislative changes were affecting those principles.

LEP has experienced the legal dimension as an increasing challenge because of the successive revisions of legislative framework (Law) and the court cases filed against the CCMCE. In response, the project has developed a legal capacity, involving legal reviews, analysis and publications, in order to prevent from legal cases from threatening local elections to be held: this response is called the Legal File. The project response involving a technical review of the modifications of Law 59 and developing a legal expertise within the CCMCE has led LEP to train judges and lawyers on election matters to avoid court cases filed without sound basis and the consequent cancellation of elections, witnessed in a few municipalities. Not only this has highlighted the need for a more comprehensive legal framework but also the necessity to sensitise the judicial bodies on electoral matters. Interviewed stakeholders have pointed out to the fact that this effort needs to be pursued in the future (RECO: continue Legal work on monitoring judges’ management of cases).

Reunification

The Reunification of Institutions initially started in collaboration with UNSMIL was assigned with the task of assisting in the reunification of Libya's state institutions. To conduct this task, LEP partnered with the NPC, designated by the GNA to lead the reunification process. In this context, the NPC has requested UNDP's technical expertise in areas such as coordination, capacity building and fact-finding research.

The reunification has also come from a request for support to UNDP. In a similar approach to the election context preceding the launch of LEP, a different approach in a context paralysed at the political level UNDP was approached to tackle elections (local elections while the national elections process was frozen) in a pragmatic manner, the same way reunification was stuck at the political level, but not closed at the technical level. The reunification can also be relevant to contribute to bringing closer the CCLE and its parallel counterpart institution in the East. On both matters of elections and reunification, the approach has involved venturing in areas rather deserted and seize opportunities to unlock situations. However, being opportune this does not oppose to being strategic. On the contrary, the reunification approach has combined pragmatism - i.e., circumventing the political level for the technical level - and a strategy - i.e., advancing on the technical level to reach gradual results, used to build pressure within institutions, making it harder to inverse the dynamic.

Hindering/enabling internal and external factors:

Some disagreements within the CCLE team because of the generation mentality gaps and political affiliations had affected the effectiveness of the work of the institution.

Geographic coverage: The number of municipalities is high which makes it difficult to conduct a systematic follow-up of all considering that each is characterized by a specific situation.

In a context, characterized by the absence of democratic progress, the encounter and collaboration of a pro-active chairman of the CCLE and an experienced and expert electoral assistance expert, later appointed as the LEP project manager has played a significant role in moving forward with the organisation of local elections.

The LEP project team, has turned the challenge of the absence of practices, during the two years local elections could not be held, to keep the CCLE active, by consolidating the institution, by reviewing and formalising much of its internal procedures and building electoral security capacity.

Addressing the challenge of long time without elections and the risk of putting the CCMCE and CCLE to inactivity, LEP managed to keep involvement of CCLE through institutional consolidation.

Effective response to citizen needs

Municipality selection mechanism: municipality eligibility criteria for election support and post-election support is complex, as the municipality readiness for elections depends on multiple factors and requires field assessments: security, and threats to holding elections, views in readiness of different stakeholders (including current municipal council) on holding transparent elections, capacity of CCMCE to support municipalities where elections are deemed to be organised.

The interviews have allowed to gather some feedback recorded from stakeholders as follows:

- Feedback from citizens on social media: more trust to newly elected councillors. Within the frustration of citizens, open communication with councillors has helped population differentiate councilor performance and negative effect of limited decentralisation.
- Postings on municipalities' social Facebook (FB) pages indicate that citizens are monitoring the fulfilment of councillors' tasks. This is an indicator of citizens' increased understanding of municipal councillors' role, as well as an interactive communication with the municipality. (Q&A sessions)
- Example of effect to councillors' support in problem solving: problem at hospitals (several municipalities). Consultations with citizens helped find a solution (limited beds for COVID-19 cases).
- Limits: In municipalities with limited resources and capacity (unqualified personnel): shortage of resources and skills to address needs of most vulnerable (see section on Persons with Disability – PWD) and services outside the most pressing needs (water, energy, roads).
- Election Transparency Assessment Mechanism: Though, given the Libyan context, the project could not benefit from the exact same election transparency conditions to countries where the highest standards are being implemented, the conditions have been optimised to ensure standards of transparency and democracy during Election Day, as well as its pre and post periods.

The evaluator was informed of an incident where local stakeholders complained about the election (by majority of municipal councillors.) Be it from the perspective of procedures, logistics, equipment, technology, organisation and competence, the project has designed and planned carefully all the processes and activities to ensure transparency in the overall electoral effort, from its preparation to support to elected councillors. Obviously, there is always room for improvement, provided essential lessons are learned and appropriate financial resources are available. For instance, the use of spray ink to reduce the risk of contamination of COVID-19 has been a crucial and appropriate response. Obviously, more future investments in the registration, voting technology, more preparation of the sub-committees would likely continue to raise standards in transparency, as transparency standards in elections are part of a continuous improvement process.

Gender and disability

The gender and human rights perspective has effectively been considered by the project. When it comes to the participation of women and People with Disabilities, the project has included specific aspects pertaining to these rights in its voter participation strategy. Gender and PwD rights have been included in awareness raising campaigns. Women candidates have also been supported by the project and women councillors have also received trainings to enhance their knowledge on gender related rights. Overall, the initiatives taken by the project have systematically integrated human rights.

Feedback of women (through female councillors and social media postings): women feel no longer alone. Some municipalities organised focus group discussions with women (but not a systematic- initiative taken by women councillors).

Continued involvement of stakeholders

Municipalities: LEP support to newly elected councils has implied a great involvement of councillors and mayors, as they were facing the expectations of citizens facing multiple and pressing challenges due to the fragile situation of essential service delivery (water, power, garbage collection, roads, security...). Interviewed councillors have expressed the need for continued capacity building support (not only training but coaching), however LEP is insufficiently staffed to respond to continued needs and to all municipalities.

Effectiveness of UNDP management

LEP Team implementation pace is also conditioned by the CCLE's limited operational and administrative functional capacity. An aspect of close and daily partnership implies that, given the institution's heavy approval process for a number of procedures, the LEP team, collocated at CCLE's premises has had to adjust to the operational speed of the institution.

Municipal Elections in Libya (from IFES survey)

Libyans are less likely to have participated in municipal elections than to nationwide elections to date. One factor for this lower-level participation is lack of information about these elections, with only 10 percent of Libyans saying they have a lot of information on the CCMCE, which is responsible for organizing these elections. This lack of information may influence future participation in municipal elections, with only 35 percent saying they are very likely to vote in the next municipal elections.

Thirty-five percent of Libyans stated they are very likely to vote in future municipal council elections, which represents a slight decline from Libyans who previously voted in municipal council elections (39 percent) (Figure 34). An additional 33 percent say they are somewhat likely to vote in these elections.

Libyans who have previously participated in municipal council elections are significantly more likely to say they are very likely to vote in future elections of this type. Among previous voters, 56 percent say they are very likely to participate in the next round of elections, compared to only 22 percent of those who have not participated before.

Information on the Central Committee for Municipal Council Elections

A majority of Libyans (57 percent) have heard some information regarding the CCMCE, although the level of information tends to be limited, with only 10 percent having heard a lot about the CCMCE (Figure 32). Slightly less than half of Libyans report not having heard anything at all about the CCMCE.

Men are more likely than women to have heard about the CCMCE, with 13 percent having heard a lot and 49 percent having heard at least a little. Comparatively, 8 percent of women have heard a lot with 45 percent having heard a little.

Age and region do not have much bearing on information levels of the CCMCE, with relatively uniform levels of awareness across each age group and region.

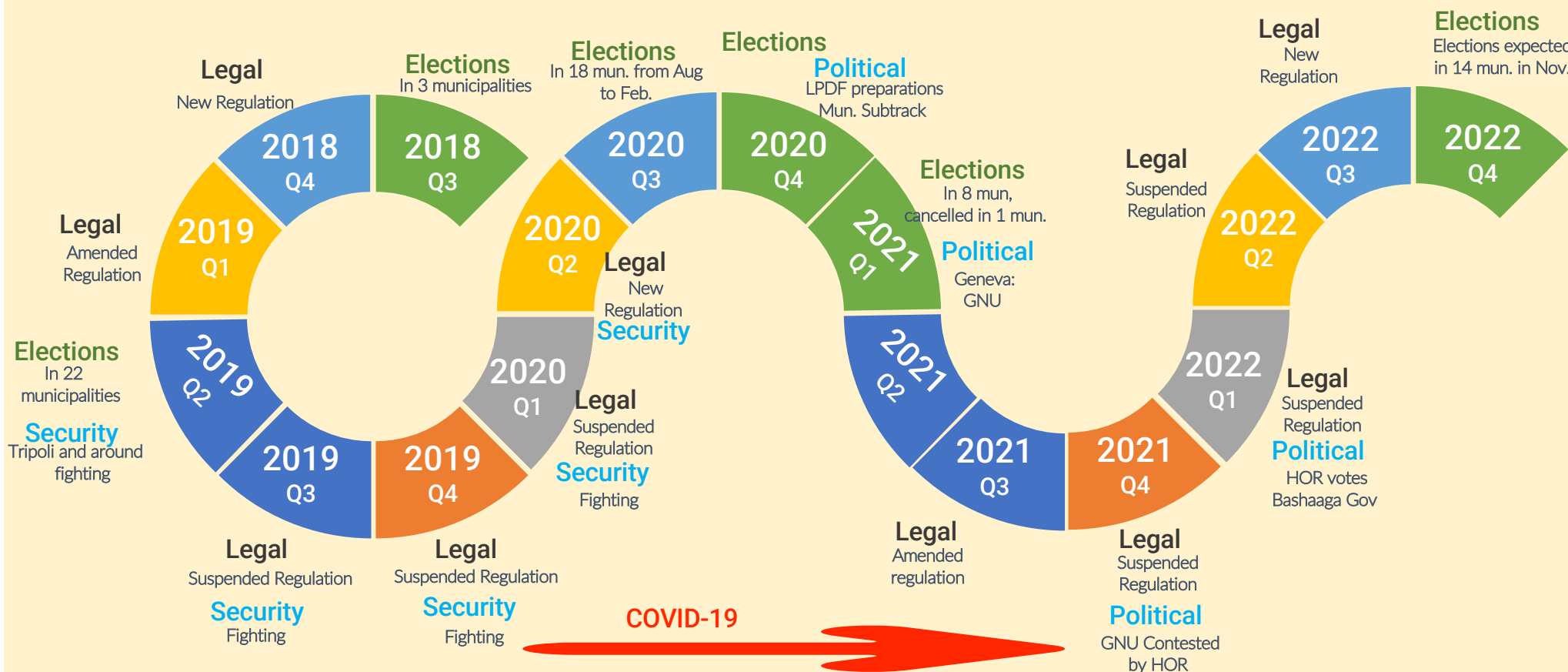
7.4. Evaluation Criteria: Efficiency

Influence of the context on the project efficiency

Rare are the crisis contexts not having a limitation effect to the effectiveness of international projects, and LEP is no exception. In the case of Libya, the instability of the context has produced a great deal of hindrance on the implementation of projects in general. In the case of LEP, the level of influence of the context has been such that severely delayed and affected the cycle of implementation. In order to understand the extent to which this has been a key factor affecting on project capacity, the evaluation has incorporated a visual of the implementation timeline against the political, legislative and security events which have occurred between 2018 and 2022.

LEP & timeline of context events

LEP implementation & Events of Electoral, Legal, Political and Security Nature



Timeliness of implementation

The evaluation has identified five reasons for major delays in implementation as follows: 1. The time factor, namely time to gain the trust of the CCMCE as an institution, 2. Deterioration of the security context which witnessed an open armed conflict in Libya, 3. Challenges to the legal framework with the electoral regulation being changed twice in 2019 and 2021 (party block system, one vote for women one vote for PWD), 4. COVID-19, 5. Change of CCMCE leadership and reshuffle of Board Members, and limited funding (scarce funding from government to the CCMCE/CCLE).

Monitoring and Evaluation

The M&E and reporting, for instance, have suffered from the context (lack of time to systematically collect M&E data and timely reporting) while the project weaknesses have received the understanding of donors. However, M&E, ToC, and results frameworks (especially its indicators) has been underestimated (both in terms of tools and HR), in the design phase.

M&E data collection has mainly taken place at the activity level and not so much at the outcome level for several reasons: 1. The indicators of the resource framework are either irrelevant or insufficient. 2. The theory of change is insufficiently developed. 3. The project design lacks the systematic tools allowing to collect regular and systematic information. 4. The workload of the project has been heavy on the LEP team, as the relation with the CCMCE/CCLE team, involving daily interaction has represented a demanding task, in addition to the necessity to adjust to a frequently and rapidly changing context.

LEP has used surveys in the form of direct exchange with mayors (very relevant in the context of Libya as oral expression seems to be a preferred cultural option); however, this means adequate time and resources need to be allocated to monitoring and evaluation capacity, so data collection is collected regularly and systematically.

A lot of materials, success stories, posts on social media, are available but not sufficiently exploited strategically and systematically. A consequence of the weak M&E is that the lack of data has limited the potential to promote the achievements of the project and the importance of its contribution.

Procurement

UNDP procurement procedures can be flexible but at the cost of being lengthy. The instability of the context and the short notice usually given for local election to happen has often made procurement a demanding task for the project and UNDP (e.g. when a special ink preventing COVID contamination through ballot casting has to be procured). UNDP procurement has proven it can adjust to very different and specific situations, including for international procurement of very specific election materials. However, given that most of the project national team was operating under a third-party contract, this meant procurement operations involved in additional layers of approval which took additional time. Because of the instability of the context, the concrete aspects of some activities such as the location of the training. The evaluation understands the procurement unit can also be slowed down by the workload at times.

Reporting and written production

The project has been very productive in terms of reporting. Besides progress reporting, field and monitoring reports, the LEP team and consultants have delivered an impressive number of analytical, strategic and advocacy papers, but also training contents and guidance manual to the CCMCE & CCLE and elected councillors. This writing effort has played a crucial role in the development of the project as strategic documents (related to the reunification, judicial system analysis in relation to elections, electoral assistance paper, local governance analysis) have laid the foundation for the development of new project documents. Within the overall substantial effort, the evaluation finds analytical and strategic documents have been prioritized over the M&E and to some extent the implementation progress reporting.

The evaluation could not find systematic M&E data collection reports and understand the progress report covering the latest period is in the making. It recognizes establishing systematic and formatted M&E data collection is a difficult task given the project complexity, expansion of activities and adaptation due to the challenging context. However, systematization and formalization of M&E data collection can be very useful to translate the complexity of the project into communicable information.

Cost Efficiency

The cost efficiency of the project is considered as high owing to the management's promptness to adjust and respond to the many challenges experienced in the course of implementation. Whether it was due to the COVID-19 crisis or hostilities constraining to put elections on hold, or the need to dedicate funds to respond to the court cases threatening to cancelling elections in some municipalities, the LEP project has had to proceed to a number of budget re-allocations. This indicates that the project has reallocated the budget to support activities each time the context required for the project to adjust its activities or the modality of its implementation (with remote activities during the COVID-19 period for instance). When the election operations required so, the project intensified its support to the CCMCE operationally and through a reinforced outreach team to prepare elections. Thus, the expenses were constantly driven by maximising results, regardless of the context varying constraints. This flexibility has allowed the project to continue delivering and remain cost efficient as it has maintained an intense level of delivery throughout implementation.

The resources have overall been spent in an efficient manner. During the electoral periods, the project has deployed efforts to procure all the equipment in a timely manner despite the time pressure to deliver and management decisions have been made rapidly. The resources dedicated to the staff and hiring consultants are also considered

COVID-19 & efficiency of remote operational modality

LEP has showed agility in adjusting rapidly to remotely managing activities. Somehow, remote management (for training) has been easier, as less procurement processes were involved. However, especially relevant to capacity building, cost efficiency can only be realistically measured against performance (resort to knowledge and transformation into skills through practice).

The councillors' feedback on remote training is that it is not as efficient as physical training as there is less interaction, and it is affected by internet connectivity issues due to power outages. Compared to physical training, remote training also more conducive to a passive attitude of trainees versus in-person sessions.

Several have suggested the idea of having ToT locally trained, as they have or plan to have locally available trainers. Remote capacity building activities can be justified during a time of pandemic; however, the problem of remoteness remains a permanent reality of municipalities in the South or those far away from Tripoli or from large urban centers.

Human Resources

Building the LEP team has been a challenging journey as, on the one hand, finding personnel matching the specific qualifications for some components of the project has not been easy. The evolution of the project means additional competencies were required, so the project has been in a regular expansion of human resources, also to address turn-over of staff which occurred in the middle of implementation.

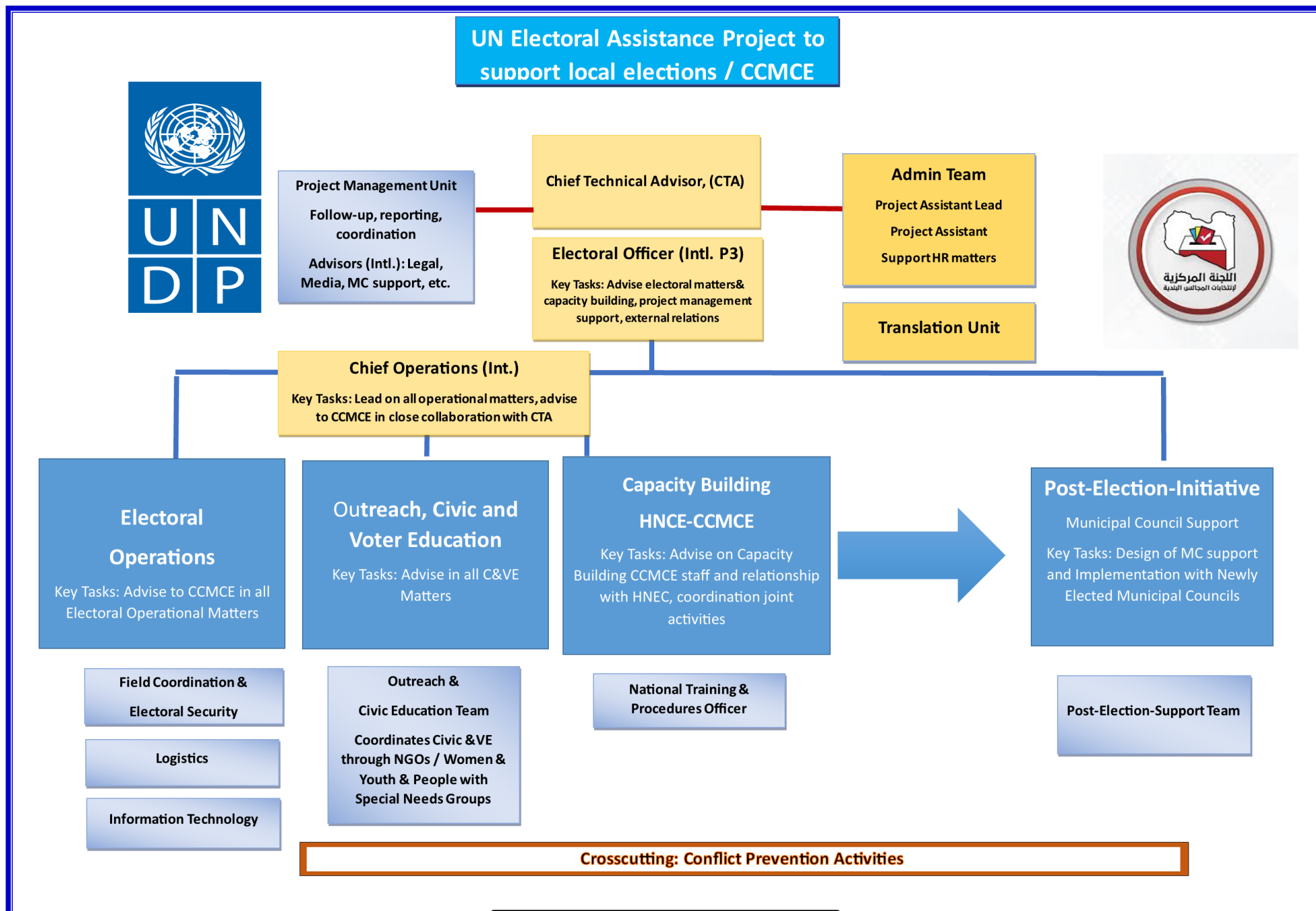
Managing security has also been a demanding exercise and has conditioned the contractual modality –, Third Party contractors – for most of the project team to be able to work at the CCLE headquarters, without the usual security restrictions which are applicable to all UN staff. One drawback of this status is that being non-UN staff has deprived the LEP team from a certain level of administrative decision-making and problem solving sometimes adding another layer in the administrative processes.

As an illustration of the LEP team recruitment efforts, the below is a list of staff the project recruited for the first year-and-a-half of the project life. New positions have been created for additional staff to project components, while other recruitments have been conducted to replace staff that left the project.

- Project Assistant, national UNDP staff
- Translator, national, third-party contract
- IT expert, international UNDP consultant,
- Project Officer, national UNDP staff
- Training & Procedures expert, national, third-party contract
- Software Developer, national, third-party
- Database Expert, national, third-party
- Field Coordination, national, third-party
- Field Coordination (regional), (x3), national, third-party
- Voter and Civic Education Coordinator, national, third-party
- Voter and Civic Education Consultants (x3), national, third-party
- Senior Logistics Consultant, national, third-party

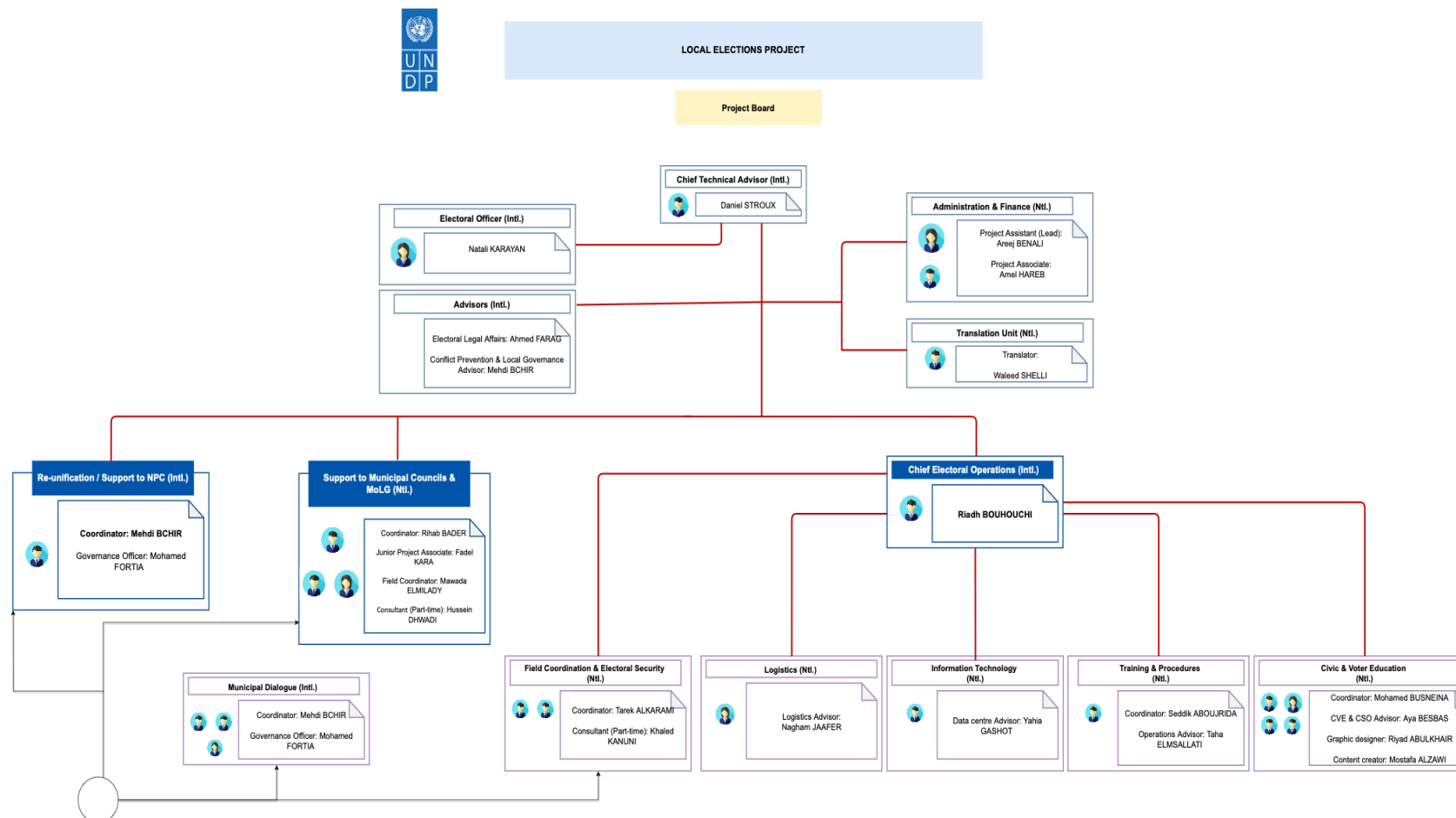
The below is the project's organisational chart indicating the project has had to restructure human resources and its team during implementation as the project's scope was widening.

Evaluation Report
Local Elections Project – UNDP Country Office in Libya



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The general stakeholder feedback is that the LEP team has been very busy, almost through the entire implementation period. If the project staffing appears adequate in consideration of the initial project activities and work plan, the implementation experience has clearly indicated that the list and depth of challenges has been vastly different from what was expected. Gauging the depth of the context-related security and political threats was a difficult exercise at the time of the project formulation and both proved to be seriously impeding challenges for implementation. A number of other challenges and additional commitments, most of which were hardly predictable, have resulted in the project team frequently finding itself in an overwhelming workload situation.

Besides the context-related challenges described in the introduction of this section, the evaluation has identified the following reasons explaining why Human Resources were stretched:

The mentoring/coaching role assumed through the physical presence of the LEP team at the CCME/CCLE premises, has represented a time-consuming and demanding personal investment both in terms of “coaching” but also in terms of dealing with the operational, capacity, administrative shortcomings of a young institution. Feedback from interviews converge to that there are no cost-efficient alternatives to mentoring in the form of a continued physical presence.

The change of leadership and staff when the CCMCE became CCLE involved loss of institutional memory, staff, capacities, work culture and did require a tremendous investment from the LEP team. The programmatic efforts deployed by the project in adjusting the changing context needs and challenges to engage in additional component s(democracy bonus, reunification file, legal support...) The disruption of the electoral legal framework through the repeated revision of the regulation for local elections, has severely affected the project as it froze the election process.

7.5. Evaluation Criteria: Sustainability and Risk

As a short introduction to the sustainability and risk criteria of this evaluation, it is important to define expectations in terms of sustainability. Sustainability of results is often achieved over several project cycles, and, even more so, in instable and unpredictable contexts, such as in Libya. The loss of institutional capacity when the CCMCE became the CCLE is an example of this. The fact that LEP supported the institution without interruption has proven essential, not only to help the CCLE to prepare for upcoming elections but also as a large part of preserving competence and the institutional memory of the CCLE.

The partnerships LEP has established with institutions in Libya namely, CCLE/MoI for local elections, mayors, and councillors, as well as the MoLG for decentralisation, NPC and strategic institutions for reunification, indicates sustainability has been driving the decisions for these partnerships.

Institutional consolidation of the CCLE: an answer to the sustainability risk

The high turnover and the appointment of unexperienced CCLE staff has highlighted the lack of institutional procedures of the institution, also encompassing other functional areas. The departure of essential staff means a lot of the knowledge and experience has gone with their departure. This situation has underlined the CCLE was vulnerable to the risk of institutional memory loss, highlighting institutional strengthening has to be addressed to ensure the sustainability of the CCLE as an effective body. The permanent collocation of project staff at CCLE premises has been instrumental to compensate for the institutional memory loss owing to the fact that a large of the memory was kept by the team and also by offering continued support to the new team, and as it has widened its assistance through the formalisation of procedures. However, working on streamlining procedures while supporting the consolidation of an institution are two tasks of different nature. The preparation of elections requires ad hoc support while the consolidation of the institution demands a linear effort supported by a development plan. (RECO: Institutional Development Plan for the CCLE, incorporate as an activity to the future LEP proposal).

The important link between institutional capacity and independence: Feedback from interviews has confirmed several reports mentioning CCLE's loss of capacity contemporary to the change of leadership, creating a situation of weakness on the independence of the institution. One crucial indicator of institutional independence lies in setting the electoral calendar. The ability to set and stick to dates is crucial to ensuring high quality standards in election operations as a fixed election date means the CCLE is able to establish the period during which elections can be prepared. The level of electoral preparedness depends on allocating sufficient time to unroll the election preparation process and so protecting the preparation process from external factors influencing the dates is crucial. Obviously, in the instable context of Libya, an election calendar with dates is not immune from risk factors such as violent conflict surge. Nonetheless, these risks can be mitigated through specific competencies, such as the one LEP put an increasing focus on that of Electoral Security. Addressing the electoral security aspects is fulfilling a key function to mitigating the risk of destabilising the electoral calendar. This example is taken to illustrate the stronger the CCLE is technically, the less it is exposed to external factors affecting its work and independence and transparency of action. Establishing professional standards within the institution is therefore key.

Sub-committees are part of CCLE's institutional consolidation

CCLE sub-committees are a crucial part of the sustainability of the institution, as much as it is a risk to its durable effectiveness.

Firstly, sub-committees are not benefiting from the direct and daily support that CCLE's headquarter staff is enjoying. Additionally, the process to mobilise and train sub-committee members mob still needs to be consolidated.

When the issue of CCLE sub-committees was raised during interviews, respondents repeatedly underlined the need to consolidate electoral sub-committees. Sub-committee members are only paid for a brief period of time before and during elections. This temporary employment status means that members are inactive in-between elections and implies a need to re-mobilise previous members or mobilize new members.

Getting a sub-committee ready for the election campaign involves a substantial and lengthy preparation, and obviously resources. The need for support is increased by the fact that the CCLE no longer has the level of experience and capacity of the CCMCE era. While the CCLE is assessed as a rather centralised institution, the geographical and overall contextual situation favors a localisation of capacities both in terms of cost-effectiveness and sustainability.

The project's response to the CCMCE shift, entailing the organisational development of the CCLE, involving written streamlined processes, in parallel to the daily accompanying at the CCLE premises is appropriate. It is expected to address too on the one hand, further risk of external threats to the institution (loss of independence, of institutional memory, of qualified and experienced staff) and, on the other hand, to its sustainability, as developing the institution on a parallel track, formalising internal processes (e.g. competency-based staff recruitment modalities...) which constitutes a longer-term effort that will allow to set-up the processes necessary to CCLE's independence, as well as a self-sustained institution.

Funding, risk and sustainability

The period, during which local elections could not take place because of the context (whether security, politics, legal obstacles) has created an opportunity for the project to look beyond capacity-building electoral support to engage in institutional development. This evolution in the configuration of the assistance has been accelerated by the progressive decline in capacity of both the CCMCE and CCLE as institution, especially in the years when no elections could take place.

This change has also led LEP to consider the longer-term organisational development of the CCLE, in addition to achieving the shorter-term objectives of supporting upcoming electoral operations. This has happened in parallel to the development of new components which have turned the initial LEP into a project that progressively took the shape of a portfolio of projects.

The project management has acknowledged this transformation, by enlarging and enriching the project team and its competencies, but also, by re-organising its fundraising initiatives, and soliciting donors separately for different project components. This appears as appropriate in sustainable programmatic terms, as well as in strategic terms. This is a recognition of the fact that the different project components as they are, though deeply interrelated, are advancing at varying rhythms as they are differently exposed to the context. For instance, the electoral operations support to the CCLE is influenced by the electoral calendar, while the institutional consolidation support is a continued effort that is rather less dependent on elections. The reunification file and the support to decentralisation are also advancing according to logics and dynamics specific to each component.

Though the absence of elections may be perceived as a risk to questioning the funding of an (electoral) process that is not happening, the impression from interviews is that donors do understand the constraint is external to the project while the importance to continue providing institutional support is both valued and appreciated.

From the information the evaluation could gather, the level of government funding to the CCLE remains below the needs of the institution and, in the short term, the continuation of the capacity-building effort still almost entirely relies on international donor funding.

Sustainability and partnerships

For each of its components, the project has established partnerships which are sustainable in principle, as all chosen partners have an official mandate and legitimate competence in fulfilling their tasks contributing to electoral assistance, whether there are international NGOs (e.g., IFES) or local-level institutions (e.g.: CCLE sub-committees). The CCLE and its sub-committees remain the central actors for municipal elections. The NPC is the legitimate body for the reunification of institutions. Mayors are legitimate counterparts, and the project has ensured to have their voices heard in the decentralisation debate, while councillors to be elected will continue to need reinforcement on the fulfilment of their roles e.

CSOs should have their role maintained, and probably expanded in civic voter education, as their involvement through calls for proposals could be extended over longer periods of collaborations, as the feedback from local NGOs is that implementation timeframe has been short, despite their work having a significant impact. Given, on the one hand, the need to address challenges still limiting advances on gender equality, disability, and inclusion at large, and the limited experience of municipal authorities, on the other hand, there is space for more important civil society participation on those issues, even if this requires building the capacities of local NGOs.

7.6. Evaluation Criteria: Gender Equality and Women's Empowerment

Gender equality: a challenge in the context of Libya and the challenge of defining realistic gender objectives

Characterised by conservatism, the Libyan society is a challenging context for advancing the gender agenda.

As an example, an interviewed women councilor explained that it is still rare to find women dare to come in person to consult her, as a women councilor. Gender, similar to disability, is also the “poor” child among the myriad of needs and priorities municipalities are dealing with. From the restrained budget available to municipalities, with gender not prioritised, the available resources are very scarce. Given the cultural challenge described above, advancing the gender agenda is a long-term process, that the project has tackled via encouraging the participation of women in elections as voters, and supporting elected women councillors.

Within the frame of the initial electoral project, one of the major gender-related objectives has consisted in encouraging women's registration and maximise participation in municipal elections. The project has deployed an array of specific activities to achieve this objective. The main available indicator to measure this is in registration and voting disaggregated data, but also through the feedback recorded from the project voters' awareness raising campaigns, especially in the local media, as written messages posted on the internet did provide some complementary feedback.

Additionally, the 2018 IFES Survey on Voters' Intent: Libya⁹ as well as other IFES surveys on political and electoral topics, have provided interesting indicators over the years 2017, 2018 and 2019 that are worth following after the upcoming elections in November this year.

⁹ IFES Survey on Voters' Intent: Libya, “A nationwide survey exploring public opinion of the political situation in Libya and voter intentions to participate in future elections”, 2018

As an example, it is interesting to note, from IFES's sample, an important increase in women having registered to vote between 2017 and 2019, from 53.5% to 75.5%. Other survey answers are also indicating a positive evolution of trends. For instance, the overall sample ("very likely") intention to vote has increased from 31.9% to 55.4% from 2017 to 2018, while women's ("very likely") intention has more than doubled from 22 to 47.3% for the same years of comparison.

The project has developed gender-specific activities to support elected women councillors and also to mainstream gender within the work of municipalities. On the legal side, the project has also taken initiatives supporting the situation and rights of women. In response to its amendment, a training module on Law 59 on women's political participation, the legal framework for local administration jointly designed with UNWomen as it was necessary for councillors, lawyers and relevant actors to understand the implications of the modification of the law 59 as well as to address specific situations in the case of municipal electoral disputes.

LEP has also been pro-active on human and women's rights in the context of elections (pre and post electoral security), on allegations on violations of human and political rights. Two cases of harassment of two women councillors were addressed by the project and resolved in January 2021, after concertation with the MoI and UNSMIL.

LEP has integrated action to support the empowerment of women in the context of elections through the development of a specific strategy to encourage women's participation in elections (e.g., production of social media spots and radio spots on women's political rights and participation in elections). Through the Post-election initiative, the project has extended its support to elected women councillors. At the institutional level, LEP has been supporting the creation of Women's Affairs Office within the CCMCE. The project has also invested into an analytical effort in the research paper on the gender-based challenges faced by female municipal councillors in Libya, commissioned by the World Bank.

Indicators of change on gender

The trainings (communication strategy to promote women's rights), women councillors have received have helped them translate the learnings into action.

A testimony of this has been collected during a women councilor's interview: Considering herself an activist, the councilor was driven by the intention to break the mentality of other elected councillors in dealing with gender issues. To make her initiative more credible and convincing, she recounted the initiatives she has been proposing to raise women's rights and the application of related international standards. This started basically with establishing a list of all women from the municipality as an initial step to identify the specific needs and challenges of women.

Training has helped women councillors gain self-confidence which acted as a driver effect as, in turn, they have encouraged and given confidence to other women to raise their voices Her initiative to raise women rights issues had raised the interest of women from other areas who were travelling quite some distance to hear about her initiatives.

In some municipalities female councillors have headed sectoral commissions almost exclusively composed of males.

Gender in the social media space

While, mainstreaming gender equality is confronting conservative mentalities and obstacles in some municipalities, social media has been used by the project to open virtual spaces to gather women and discuss challenges specific to their gender, especially among the youth and the importance of election, as an opportunity to be heard. Women discussion groups have been created and the project has recorded witnesses of young women's intentions to register for elections.

- From IFES's 2018 survey on Voter intent:
- Participation rates in past elections are significantly higher among men. Just over half of men (51 percent) have voted in a municipal council election previously, compared to only 26 percent of women. This matches findings from other areas of the survey, where women have gaps in knowledge and interest in political participation.
- Men are significantly more likely to say they are very likely to vote in the next municipal council elections, with 48 percent expressing this opinion, compared to 22 percent of women. This mirrors historical gaps in turnout between men and women in the municipal council elections.

7.7. Evaluation Criteria: Conflict Sensitivity

Management of conflict sensitivity

Given how influential conflict and tension has proven to be on project implementation, unsurprisingly, LEP has taken a substantial conflict-sensitive approach through the following initiatives:

- Permanent monitoring of the situation (in the field through the conflict prevention component and security assessment field visits), through LEP team presence at CCLE premises to remain in contact with the daily reality of CCLE challenges and an understanding of any potential tension at HQ and in the field. The assessment is exhaustive in scope as it covers the potential conflict driver, rooted in the political, social, and economic situation.
- Consultation of local actors also allows to build trustful relationships and stay abreast of field developments, which can inform other dimensions of the project (dialogue, preparation of elections...)
- Field conflict prevention assessments involving consultations with local actors is the source giving access to understanding, identifying, and preventing any potential tension or conflict. Field assessments also allows to poll interest/willingness to support transparent election processes.
- Systematic communication with municipalities: A sense of frustration on the selection process guiding decisions to assist municipalities has repeatedly emerged during interviews with municipal representatives. Their message was not specific to the LEP project but to the international community in general. Interviewees often expressed they were left uninformed about existing assistance programmes and felt some municipalities were favored by international programmes while they perceived remote municipalities as being neglected of assistance. This steady feedback questions the systematic communication with municipalities on the one hand, as well as communication on the guiding principles when it comes to international assistance programmes targeting municipalities on the other. This frustration is adding to the frustration that their requests to MoLG to establish contacts with international actors was not followed up. (CCL: Transparency and systematic approach to selection criteria for municipal assistance).

- In the course of implementation, the project has intensified its engagement towards conflict-sensitivity by increasing its support to building CCLE's electoral security capacity. The LEP is facilitating the liaison with the recently created Election Security Department (ESD), as one of the agencies placed under of the Ministry of Interior, and whose responsibility is to oversee the implementation of the security plan for elections. This underground work is fundamental to systemising the inter-institutional arrangement to identify and prevent conflict as a threat to holding democratic elections.

The management has also applied a strict and reactive conflict sensitivity approach for its team when it comes to security, which appears very appropriate to the context. With the majority of the team sitting at CCLE's offices, the project is applying a highly flexible approach through a constant monitoring of the security situation, that is used to decide for staff to work from home whenever a possible security threat is identified. This system has been integrated routinely after CCMCE's premises were stormed by militia, by mistake on 21 April 2019.

Management of conflict sensitivity

As the project and the CCMCE/CCLE were gaining experience in the prevention side of conflict sensitivity, the project has consolidated and systematised its approach to conflict sensitivity and more specifically, to electoral security. The project team is currently developing this capacity within the CCLE, including on electoral security are identified and mitigated. The project is envisaging a collaboration with IFES, which has expertise in this field.

7.8. Evaluation Criteria: Disability

Disability is often characterised as a situation of acute marginalisation in Libya¹⁰ and relevant publications and statements of councillors coincide to admit that both the awareness and implementation of the rights of people with disability remain largely at a very low level.

Even more so than gender, disability is the poor "child" among the numerous competing priorities municipal councils have to deal with and allocate resources to.

In this context, the project has integrated the disability rights dimension through the design of a Civic and Voter Education Strategy for people with disabilities (PWDs) and women. The project has also defended the rights of the disabled and of women in the review and recommendation it has formulated in response to the amendments made to the regulation 06/2021, which were attempting limiting the place of both population groups in the electoral context.

The availability of reporting information on the results of project activities in support of the inclusion of people with disability has unfortunately been limited and the evaluation is not in a position to reflect much on this dimension. This is drawing the attention to the fact that more systematic collection of information, through M&E data collection tools is a need for the project, not only on the issue of disability, but also when it comes to gender rights.

¹⁰ <https://www.ifes.org/news/new-documentary-highlights-disability-rights-advocacy-libya>, "People with Disability in Libya are a Medicalised Minority: Findings of a Scoping Review" <https://www.sjdr.se/articles/10.16993/sjdr.2/>

The feedback from interviews is that the situation of gender and disability are often left to individuals and to the activism of councillors, as there is still little systematic process to defend their rights at the municipal level. Little resources are left from a municipal budget already scarce given the limited implementation of decentralisation of financial resources to municipalities. As a result, there are often little services available in poor, remote municipalities, no qualified personnel. Creative ideas are proposed in consultation with stakeholders (cooperation with local businesses), however there are no resources.

The feedback from local media indicates that LEP's awareness raising campaigns have produced reactions and increased the visibility of the topic among discussions. This is however insufficient to measure the extent to which this has produced an effect on the participation of people with disabilities, as well as on how much their situation has been addressed at the municipal level.

7.9. Evaluation Criteria: Human Rights and “Leave No One Behind”

The Human rights and “Leave No One Behind” approach have mostly been tackled through raising awareness on the specific challenges experienced by women and People with Disability in their participation to elections as voters or as candidates. These issues have been systematically tackled during the various sessions and training provided by the project.

The Human rights and “Leave No One Behind” approach have also been applied through the legal engagement of the LEP project, advocating against any form of exclusions introduced in the regulation changes. The successive changes brought to the regulation 06/2021, especially in relation to the status of a single councilor represented by a woman and by a person with disabilities, have constituted an infringement to human rights. By engaging a highly regarded expert on Law 59, alerting, and raising awareness on the risks to democratic elections associated with the legal revisions, the LEP has taken significant steps in tackling fundamental threats to the rights of women and people with disabilities. Likewise, the project's response at the legal level has contributed to deflect potential conflicts as the revisions to the legal framework had sparked resentments and tensions among certain fringes of the population.

The trainings provided to newly elected councils on communication, consultation and outreach to communities and other stakeholders has contributed to develop ties with the civil society. Several interviewed councillors, either because themselves come from the civil society or after they took on their new roles, have engaged into cooperation with local CSOs, even with limited resources, to provide health care and other essential services to the most marginalised. This included decisions from the municipalities to allocate constructible lands to the poorest families, or the supply of oxygen to children infected by COVID-19.

However, and quite similarly to the gender equality and disability cross-cutting issues, the evaluation understands the project has not established indicators for a baseline, nor has developed monitoring and evaluation tools to gather systematically data that could provide indicators of change on both principles.

The evaluation recognises developing such tools is a complex exercise, requiring specific expertise. For reporting and accountability purposes, it is important that expectations are formulated and dedicated tools are developed in the early design phase of the project.

8. Lessons Learned

• **Wealth of lessons learned but no systematised process for collecting lessons learned and incorporating lessons learned in implementation:** LEP has accumulated such a wealth of experiences and has demonstrated a capacity to react promptly and adapt efficiently to changes and obstacles, using a consultative approach with stakeholders, a sense of analysis and identification of opportunities as well as a sense of innovation. The lessons learned workshop has been a prominent initiative in this direction. However, apart from this initiative, the evaluation understands that applying lessons from implementation has been done rather ad hoc, understandably, because the workload was too high for the team to dedicate time to a formal learning and adaptation process. As an example, an initiative called “Learning and Adaptation¹¹”, has been introduced in the case of some other UN interventions, where learnings from implementation was reflected during implementation systematically, following a detailed process.

• **A particular approach leading to widening the scope of the project:** There is a big difference between the original LEP project, which started as a response to a specific request, and the shape and scope of it today. If the difficulty of the context is stimulating flexibility, LEP has done more than this, and the results of LEP can be explained as the combination of a strong project leadership, the capacity to gather competencies within a team, together with an ability to listen, develop stakeholder relationships, deep analysis used to identify strategic opportunities in challenges, while keeping a sense of pragmatism.

The project has invested a lot of time listening understanding the challenges at the municipal level and developing relationships over time with a number of institutions to develop an acute level of understanding and analysis, so that opportunities to advance democratic process and move away from the political deadlines were seized. (E.g., understanding municipalities from the East & the West were eager to talk to each other). “You can do a lot of things in Libya. You just need to listen to your counterparts.” Listening and analysing has enabled the project to seek for, not just programmatic, but strategic opportunities, in a context relatively paralysed at the national political level. The project team has used the relatively less busy times when elections were not taking place to 1. strengthen the CCLE as an institution, 2. to develop initiatives resulting from identified strategic opportunities (reunification, electoral security, municipal sub-track, local governance...).

• The extra efforts deployed to adapt to the challenges of the context and develop new components borrowing innovative approaches seems to have been done to the detriment of systematic data collection and reporting. While this is understandable and did not negatively affect the project, it remains an issue to tackle, especially, in terms of demonstrating progress on the CCLE’s institutional capacity and reduce the risk of loss of the institutional memory.

¹¹ <https://kyrgyzstan.un.org/en/161790-learning-and-adaptation-effective-peacebuilding-lessons-pve-programming-kyrgyzstan>

Performing the field research and stakeholder relationship groundwork also implies a risk of putting the project team in an overwhelming situation where identified opportunities require to be further explored, to later on evolve into quasi-projects. In the case of LEP, this means the team was on all front, plus consuming a lot of energy coping with context instability, and as a consequence, neglecting several aspects of the project, M&E and timely written reporting.

• **Continuous coaching is a key ingredient to efficient and sustainable Institutional Strengthening:**

The continued physical presence of the project team at CCLE premises is central to strengthening the CCLE as an institution. This presence allows the project to apply a twin-track approach giving space to daily coaching activities for the preparation of the upcoming municipal elections, while institutional development can be planned on a different track and implementation pace.

• **Acquiring the capacity to establish a clear and proper electoral agenda is a high priority for the CCLE.**

Setting an electoral agenda is a central task of any electoral institution as it involves a number of essential competencies such as mastering the electoral security folder, the planning of the pre-electoral preparation and establishing the process guiding field preparation from the recruitment of Election Day volunteers. The ability to set a calendar, based on a streamlined process, is a way to protect the independence of the CCLE against external influence. In order to address both the need to support the upcoming elections while continuing increasing professional standards in electoral calendar setting, it is necessary to support both priorities in a twin-track mode, so that synergy allows practice to feed capacity building while each track is implemented independently from one another.

• **Sustainability and continuation:** The Post-election initiative support provided to municipal councils by the project has highlighted the importance that trust in elections and democracy also lies in the councillors' s transparent performance, as evidence that the ability to choose a candidate brings tangible benefits to the community. Thus, this does not only support local governance but the continued trust that elections are a worthwhile and valuable process. The feedback from interviews indicates that while the trust in elected councillors continues, the same councillors are facing the growing frustration of citizens awaiting improvement of essential services, itself awaiting the decentralisation for state resources. In such a tense and impatient context, the time between two elections is long. In this context, the key to sustainability of achievements depends on two characteristics: an undisputed and localised support. Newly elected councillors are overwhelmed by their tasks and, more than just trainings, they need to be assisted in the concrete practice of their duties. The challenges of geographical isolation of some municipalities indicate that remote assistance is not always the most cost-efficient modality, and the building of local capacities is also filling a void of technical capacity in municipalities.

- **Voter registration and voter participation:** While election registration and participation are key indicators of democratic life, to which extent can it be considered as an indicator of project impact and attributed to the project? To give adequate importance to those indicators requires to review the influencing various factors and their interpretation. This is an important step to avoid directly relating percentages to project performance. Hopefully, the increased capacity of CCLE, for instance on matters of electoral security, may be conducive to an environment encouraging voter participation. Disseminating the experience of municipalities run by newly elected councillors among other municipalities may also encourage potential voters to register and vote.

- **Eligibility criteria for municipality assistance to enhance transparency.** Though the issue of the selection process has not been a challenge for LEP as the eligibility process of the democracy bonus was very clear¹², the evaluation has recorded a recurrent concern about the selection process applied for international assistance programmes to municipalities. Municipal representatives explained they had no information about international assistance through the MoLG and their lack of information and understanding about the process leading to select municipalities for assistance. This has been especially the case of remote municipalities. This feedback raises the issue of coordination and communication of the various international programmes in the field of local governance in general.

9. Conclusions

⇒ The capacity building work done by LEP during the time when security or legal obstacle froze the holding of elections has underlined that the project did not have only one “raison d’être” and that it is a **longer-term institutional development project**, and not just an electoral support operation; regardless of the importance of timely assistance to elections. As much as security can be a threat to holding elections, a technically strong CCLE enhances its independence as an institution and reduces the threat of political influence. The evolution of the project towards more institutional development for the CCLE indicates that this answers the longer-term goal that democratic elections are ultimately the result of an independent and technically equipped and resourced institution.

⇒ The loss of capacity that has accompanied the change of CCLE’s leadership and of project staff, has underlined, the **importance of consolidation the institution**. Thus, this indicates the need to build the momentum, even more so when there is no election momentum.

⇒ In light of the above conclusion, building a strong and sustainable institution requires the **capacity-building to be planned and implemented in an uninterrupted manner as it is a progressive construction process**. Continuous building requires continuous funding which can be related to an institutional development plan with clear milestones. This requires the project to conduct active and timely fundraising to avoid disruption of activities, including a disruption of the continued presence of the project team at CCLE premises.

¹² The Democracy Bonus was provided to all newly elected councillors in municipalities where elections had been taking place during the project implementation.

Formalising the current effort of LEP into an overall institutional consolidation plan could serve the purposes of translating this into project formulation and fundraise for it with international donors and offer an accountability tool, allowing to measure the progress of strengthening the CCLE. The implementation of the planned local elections in 13 municipalities will provide a substantial learning opportunity and a mechanism allowing to gather and effectively convert learning into an Institutional Development Plan (IDP) which could provide an efficient way to articulate the real-time operational support and the longer-term consolidation effort.

⇒ The **contractual status of the LEP team**, for the majority employed as consultants offers flexibility in addressing the challenge of the security situation while it is a limitation to the team's operational autonomy and project staff needs to receive the administrative approval of UNDP employees which is a layer in the chain of approvals and requires additional time in administrative, financial or procurement processes.

⇒ The **limited used of M&E tools has led to a lack of systematic data collection**, leading to a lack of indicators, baseline and endline surveys and evidence to describe and monitor the change process. This has limited the promotion of the project results and its importance. A M&E framework encompassing both activities could have boosted the project's visibility and interest during the period where the absence of elections implied the topic was not covered by the media, although the strategic importance of local elections had not decreased.

⇒ The **internet-based media has played a crucial role for LEP in several ways:**

- For municipalities as public communication tool on the municipal actions and activities;
- For municipalities to consult and gather direct citizen feedback on different matters;
- For LEP to gather feedback on the project's awareness raising campaigns;
- M&E: The project has also gathered feedback information for monitoring purpose but, apparently not in a systematic manner. Given, the number and intensity of use, in a national context where social media, such as Facebook, plays such an important role in communication exchange, social media offers a lot of potential to feed M&E more systematically;

⇒ Though HNEC is dealing with national level elections and there maybe challenges in creating synergies between the CCLE and HNEC, the volume of experience and practice accumulated by the LEP project appears to offer a wealth of information and lessons learned which could be beneficial to HNEC in supporting national elections when the time is opportune. This conclusion does not lead to a recommendation, but it is mentioned here to draw the attention of CCLE, HNEC and UNDP in identifying future opportunities of inter-institutional synergy.

10. Recommendations

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N	Level	To whom	Recommendation	Specifics/Sub-recommendations	Importance	Priority
1	Strategic /Fundraising	UNDP LEP	<p>Continue active fundraising to avoid an interruption in the continuum of activities.</p> <p>Fundraising is recommended extracting the Reunification File from the current LEP project to make it a stand-alone project.</p>	<p>With the current project cycle coming to an end, it is important to get rapid feedback on donor's intention for continued support to project activities. The planned November/December municipal elections will be an important moment for the CCLE to build experience and use the lessons learned from it.</p> <p>The evaluation understands UNDP has the intention to fundraise separately for the various project components, especially for the reunification file. The recommendation of the evaluation supports this direction as the scope of LEP in its current form touches upon several different strategic pillars of UNDP.</p>	High	Urgent
2	Programmatic	UNDP LEP	<p>Formalise the institutional support to the CCLE into an Institutional Development Plan for the CCLE, as a specific outcome, distinct from electoral support activities.</p> <p>This task should be embedded under LEP support provided to the CCLE.</p>	<p>- Formalise the current support to the CCLE through a twin-track capacity-building approach (Institutional Development Plan-IDP), with a first track focused on the longer-term institutional strengthening of the CCLE and a second track focused on electoral and daily operations support.</p> <p>The twin-track approach could integrate a Learning and Adaptation process where the 2nd track (hands-on experience) could feed the first track; where lessons learned from daily practice could feed the adaptation process to strengthen CCLE's capacity</p> <p>The CCLE's independence could be institutionally strengthened by translating the principles of independence at the procedural level, so as to concretely protect the independence of the institution (e.g., recruitment procedures based on competencies, longer contracts for staff...).</p> <p>- The IDP could also include legal expertise development as part of the IDP. Review the legal (as well as other aspects, such as logistics) when establishing the electoral calendar so that any potential obstacle is anticipated, and related risks mitigated. Continue training judges and</p>	High	Short-term

				<p>monitor handling of election-related court cases by judges and lawyers.</p> <ul style="list-style-type: none"> - Support the CCLE develop an M&E framework to systemise the monitoring and evaluation of election transparency, so as to develop information products that can be used for CCLE to communicate on transparency. - Seek (Government) funding and invest in technology (digital metrics) that will allow to increase standards in election transparency standards. 		
3	Programmatic (sub-recommendation)	UNDP LEP	Strengthen the institutional set-up of CCLE sub-committees	<p>Strengthen the institutional set-up of CCLE sub-committees, so that there is a planning and capacitive process leading to getting sub-committees operationally ready before the election preparation period. This should involve the design of a process to systemise sub-committee preparations and mobilisation, as well as dedicating resources in localising the training capacity (ToT), but also (related finding: sub-committees are vulnerable to several challenges: CCLE capacity is centralised, challenge to mobilise and train temporary staff before the elections, support women's presence in sub-committees to encourage women's participation in elections.</p>	High	Short-term
4	M&E	UNDP LEP	Beef up M&E capacity through the provision of adequate expertise to train dedicated M&E staff	<p>- Allocate adequate resources and expertise, including human resources to equip the project with an M&E framework and data collection tools. - Develop an M&E framework with outputs, outcome and change-level indicators.</p> <p>An exhaustive M&E framework is also aimed at strengthening and streamlining reporting.</p> <p>- It is also recommended to systemize the collection of relevant information from social media postings related to the project. (Social media postings could also be used for convincing, illustrative information, such as storytelling, as this is helping to capture the changes produced by the project: e.g., videos on Election Day).</p> <p>- It is recommended to equip indicators with measurement scale as the degree of change needs to be measurable to capture progress</p>	High	Short-term

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				<p>against objectives. (When possible or feasible, establish baseline and end line survey for aspects that are realistically measurable). Use social media platforms more systematically to feed the project's M&E framework.</p> <p>- Formalise the Learning and Improvement process by developing adequate tools, so that learning feeds into improvement.</p>		
5	M&E, Gender/Disability (sub-recommendation)	UNDP LEP	Develop Gender Equality, Disability and Human Rights M&E tools	Identify output, outcome and change indicators specific to gender equality, disability and human rights as to strengthen the project ability to report on these dimensions, as well as to set targets and objectives related to these crosscutting issues.	High	Short-term
6	Gender	UNDP LEP	Support leadership skills of elected women councillors	Propose a sort of leadership program specifically targeting woman councillors (following request from women councillors and support gender development capacity plan, beyond project level). Support the network of elected women councillors (152 members) with knowledge, so the network is empowered to raise awareness on gender issues as a direct interlocutor of MoLG.	Medium	Mid-term
7	Programmatic	UNDP LEP, Int'l Development Agencies	In the support to elected councillors, include training on the decentralisation mechanisms	<p>Strengthen municipal councillors and mayors on the technicality of the decentralisation with the objective of better understanding how decentralisation works and how municipalities can approach and formulate requests to the MoLG.</p> <p>Brief municipal councils on selection/eligibility criteria for municipal assistance to increase transparency of project mechanisms and understanding of municipalities.</p>	High	Mid-term

8	Operational	International Development Agencies	Mutualise inter-agency training capacity a local level	<p>Coordination/coherence of municipalities capacity building: discuss with international organisations involved in capacity building on joint approach (GIZ training institute) so all municipalities can systematically benefit from a standardised and centralised training resource. (Huge US funded programme coming 10-year plan, Global Fragility Act: will require coordination).</p> <p>Sub-recommendation: avoid systematically resorting to remote-communication technology solutions for capacity building, rather invest in building locally available capacity (ToT) that is both more efficient and sustainable (capacity building should be considered as an investment as local training/coaching capacity will serve future programmes and the municipalities as well).</p> <p>Consult, coordinate with international actors on joining efforts to develop an accessible capacity building (train ToT in municipalities, coaching) in training centres near municipalities. More cost and time efficient compared to travel to Tripoli (security issues) and better results.</p>	PBF	On-going
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9	Human Resources	UNDP LEP	Review the contractual status of LEP team members against effectiveness	Review pros and cons of the LEP team employees in terms of project effectiveness and efficiency, taking into account contractual account security obligations, administrative approval level and its impact on the effectiveness of (rapidity of procurement/reporting/financial) procedures.	Medium	Mid-term
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Appendix A. Bibliography

Title of document	Author/source
Local Elections Project – Project Document	LEP
LEP Project Organogram	LEP
LEP Project Team Structure	LEP
LEP Project Annual Workplan	LEP
LEP Project Activity Report May to December 2018	LEP
LEP Project Activity Report December 2018 – May 2019	LEP
LEP Project Activity Report June to December 2019	LEP
LEP Project Activity Report January to June 2020	LEP
LEP Project Activity Report July 2020 - June 2021	LEP
LEP Annual Project Activity Report 2021	LEP
Reunification of Libyan institutions. -summary of June workshops	LEP
LEP paper on reunification of Libyan institutions	LEP
Electoral system overview	LEP
UNSF 2019-2022 Evaluation Report	UNSF
Digital eye on elections	LEP
LEP Project response to COVID-19	LEP
210325 Summary Report Lessons Learned	LEP
211210_CCMCE Retreat Concept Note	LEP
201105 Contribution of the municipal sub-track of the Libyan Political Dialogue Forum (LPDF), key demands and concerns	LEP
190307 Signed Evaluation of selected Projects for CCMCE outreach campaign	LEP
Introducing Ultraviolet Indelible Ink Spray in Libya's Municipal Council Elections in 2020 – a Pilot Project with CCMCE	LEP
Country Programme Document for Libya (2019-2020)	
Project Proposal to the Czech Republic	LEP
Project Proposal to France	LEP
Project Proposal to Germany	LEP
Project Proposal to Italy	LEP
Project Proposal to Japan	LEP
Project Proposal to the United Kingdom	LEP
The Judicial System in Libya and the removal of the Supreme Court from the Supreme Judicial through law No. 11/2021	LEP

Appendix B. List of interviewees

List of stakeholders interviewed

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Key National Institution/Stakeholders	Name Surname	Position
UNDP Project and Country Office Staff	Daniel Stroux	LEP Project Manager and CTA
	Mohamed Busneina	LEP Outreach, Civic & Voter Education
	Taha Almsallati	LEP Electoral Operations
	Tarek Alkrami	LEP key advisor conflict prevention, electoral security, municipal sub-track
	Rihab Bader	LEP coordination municipal council support
	Riadh Bouhouchi	LEP Chief electoral operations
	Mohamed Fortia	LEP Re-unification of institutions
Donor	Name Surname	Position
EU	Thomas Boyer	Desk Officer, MENA Region
France	Laurent Gillard	Head of Cooperation, French Embassy
Germany	Arne David Schneider	Second Secretary, Political Officer, German Embassy
Italy	Niccolo Patrone	First Secretary, Italian Embassy
Central Institutions	Name Surname	Position
CCMCE/CCLE	Salem Bentahia	Former chairman of CCMCE
	Sadok Ahrari	Former CCME Director of Electoral Operations
	Reda M. Shaban	CCLE Board Member & spoke-person
	Saida Borween	Ex-CCMCE Board Member
Ministry of Local Governance	Mohamed Abu Helqa	Advisor to the Minister, in charge of international cooperation
National Planning Council	Dr. Muftar	President of the NPC
	Dr Abdullah Al-Hassi	Consultant
local institutions and other local-level stakeholders	Name Surname	Position
Mayors	Omar	Member of the municipal council of Haraba
	Omar Tabouna	Mayor of Jadu Municipality
	Mahmoud	Mayor of the municipal council of Nesma
	Mustafa Bahbah	Mayor of the municipal council of Zliten
	Ali Faraj	Mayor of the municipal council of Wadi Bwanees
	Fadel Alhasen	Mayor of Deri Municipality
	Asma	Wadi Buwanees Women Councilor
	Sara Al-Nimea	Tripoli Mun., Center Women Councilor

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	Fatima Shibania	Women councilor - municipal council of Riyayna
	Fadeela Batroon	women Councilor, municipal council of Oujla
	Fatma Al-Targhi	Ex-Women Councilor, municipal council of Ghat
CSO		
CSO (Cultural, Human Rights)	Ayoub Ahmed	Libya Film Institute
CSO (Rights of youth, women)	Soliman Albrassi	Almizan CSO
UN Agencies		
UNSMIL	Robert Walker	Principal Economic Advisor
International GOs & NGOs		
IFES (and former Creative International)	Emad Yousef	Country Director
USIP	Andrew Cheatam	USIP HQ Staff (and former UNDP Libya employee)
USIP	Mehdi Bchir	USIP Country Manager, Libya
GiZ	Dr. Omar Khayri	Decentralisation and Local Governance Adviser
GiZ	Rani Daoud	Head of Programme on Decentralisation and Local Governance
Other		
Consultant	Kahled Alkanuni	UNDP Consultant, focal point CCLE-MOI
Consultant	Cliff Nuwakora	Evaluation Consultant (UNDP SUSC)
Consultant	Sue Nelson	Evaluation Consultant (UNDP PEPOL)

Appendix C. Key informant interview format

1. Implementing partners (CCMCE), Municipal Councils

Introduction – to all:

Introduce interviewer, ensure the interviewee is clear that confidentiality will be maintained, unless (s) he chooses not to remain anonymous, and that we will not be attributing any particular comment to any particular individual within the report.

Interviewer:

Date:

Location:

Interviewee:

Organization:

Job title:

Questions

Relevance

- How relevant was the project approach in enabling the CCMCE to fulfil its local election assistance mandate, both at the central and local level?
- Please briefly describe key strengths and gaps, if any, of the following aspects of the partnership modality between the project and your organisation: overall (consultative, participatory) approach? Quality of support (technical expertise, operational support,...)?; Smoothness of administrative and financial procedures?
- Do you feel the project has clear objectives and implementation strategies?
- To which extent were the activities relevant to the needs of your organisation as well as to the relevant national policy priorities and the legal framework?
- To which extent do you feel the project has been relevant to the needs of local election councils as well as the local communities?
- To which extent do you feel the project has been relevant to addressing the diverse needs of local communities, including women, the youth, the disabled, and other vulnerable groups?
- How were these implementation approaches changed over time to address any changing needs in relation to emerging issues like COVID – 19 pandemic, security or political changes?

Coherence

- Do you feel the project has answered a gap in the context of democratic local elections and local governance in Libya?
- How much do you feel the project was coherent and complementary to other interventions in the field of local elections? Can you please provide examples of synergies/collaboration created with other interventions?

Effectiveness

- Were the projects strategy/objectives/outcomes clear enough to you?
- In your opinion, did the programme reached its objectives? Why yes/not? (evidence) In what areas?
- How much do you feel the project has kept your organisation involved in implementation and decision-making?
- How effective was the project and its team in responding to the challenges (COVID, security...) experienced during implementation?
- How effective was UNDP and the project operational, administrative, financial procedures in supporting an effective implementation of the project?
- Based on your experience, how effective has the project been in strengthening the capacity of your institution?

- Were objectives and results achieved (also) because of other interventions?
- Please explain how has the project changed the lives of women, youth, people with disabilities and other marginalized groups of the population in relation to their awareness, participation (or other behaviour) in relation to local elections?
- What are the main changes the project has contributed to create in relation to gender equality?
- Which were the enabling and hampering factors in programme implementation? What measures were taken to mitigate the barriers, considering the context of COVID – 19 pandemic?
- What have been the key strengths and weaknesses of the project in ensuring an effective support to your institution?

Efficiency

- In your opinion, were resources (budget, staff, timeframe) been allocated in an efficient (relevant expertise, timely and flexible support response) way? Did they reach efficiently the planned results, including adapting to COVID – 19/security/political context?
- Did costs affected the programme's sustainability?
- To what extent have the management modalities of UNDP/the project have facilitated, the timely delivery of results?
- Do you feel the project's monitoring effort has been sufficient so it could generate enough data for learning purposes, adjusting management decisions and produce meaningful reporting?
- Do you feel that the resources you received were in proportion with the expected results?

Sustainability and risk

- Do you feel the project objectives in terms of making your institution sustainable by the project's end have been clear enough? How could expectations in terms of sustainability be better defined?
- Are the project results, introduced practices and mechanisms likely to continue after the project ends, in case no external funding is available?
- What are the perspective of institutional funding mechanisms at the national level?
- Why? What kind of external support, capacity-building is still needed to increase the sustainable of practices (within CCMCE and Municipal Election Councils)?
- How much do you feel the project has been able to document lessons learning and apply its recommendations? How can this be improved?
- Are there other important lessons learned the project has not recorded so far?
- What are the current and foreseen higher risks to the sustainability of the project results?
- Which measures is your organization institution planning to do to ensure the continuation of the activities/practices introduced by the project?
- What are the priorities for consolidating sustainability for a potential continuation of the project?

Gender Equality and Women's Empowerment

- What are the key achievements of the project in terms of Gender Equality and Women's Empowerment?
- To which extent has the project formulate sufficiently clear objectives and activities for gender equality?

Conflict sensitivity

- To which extent has the project intervention being conflict-sensitive? What have been the good and poor practices?

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- What is the local perception of the project in terms of being fair, neutral, inclusive and respectful of human rights?

Disability

- To which extent has the project has systematically addressed the needs of people with disabilities?
- What are the remaining outstanding needs, if any, of people with disabilities, in terms of support to their inclusion of local elections and involvement by municipal authorities?

Human Rights and “Leave No One Behind”

- How much you feel the project has been able to capture the situation of the most vulnerable and their needs and challenges?
- What have been the key changes the project has contributed to bring to their lives?

Appendix D. Survey Format

<p align="center">UNDP LIBYA LOCAL ELECTION PROJECT EVALUATION</p> <p align="center">PROJECT BENEFICIARY SURVEY</p>	
<p align="center">Dear respondent,</p> <p>You are receiving this questionnaire as you have been a beneficiary of UNDP's LOCAL ELECTION PROJECT, implemented in partnership with the CCMCE. Your answers to this short survey are important as your participation will contribute to improve support to local elections 'future interventions.</p> <p>Answering will only take a few minutes. All you have to do is to select answers of your choice.</p> <p align="center">Please note that all answers will remain confidential!</p> <p align="center">Please return your answer by 15th of September 2022.</p> <p align="center">Thank you in advance for your participation!</p>	
1	<p align="center">Describe your involvement or relation to the project</p> <p><u>Please describe your involvement or relation to the project. (Please select only one answer)</u></p> <p>1 I am aware of the project but have not been involved in any of the project activities</p> <p>2 I am aware of the project and have participate to some project activity (workshop...)</p> <p>3 I am not aware of the project</p> <p>Please type the number corresponding to the answer you have selected here: _____</p>
	<p align="center">Respondent Profile</p> <p><u>Please describe you beneficiary profile, selecting the below answers (Please select only one answer for each sub-question).</u></p> <p>a. Your gender:</p> <p>1. Male,</p> <p>2. Female</p> <p>Please type the number corresponding to the answer you have selected here: _____</p> <p>2. Community or specific group belonging:</p> <p>1. Person With Disability</p> <p>2. Belonging to minority population groups (e.g. language minority)</p> <p>3. Community experiencing challenges to social inclusion (e.g. because of poverty, unemployment...)</p> <p>4. I am in situation of displacement as result of a security situation.</p> <p>5. I do not belong to any of the above specific population group.</p> <p>Please type the number corresponding to the answer you have selected here: _____</p>
3	<p align="center">Your feedback on the achievement of LEP project objectives</p> <p>1. How much do you feel the project has reached its objectives of :</p> <p><u>Please rate (Bold or Underline or type your selected number) your answer to each of the following questions using a scale from a minimum (weakest) of 1 to a maximum (strongest) of 10. (1 is the lowest/worst, 10 is the highest/best).</u></p> <p>a. Supporting preparation and implementation of local elections.</p> <p align="center">1. 2. 3. 4. 5. 6. 7. 8. 9. 10.</p> <p>b. Facilitating democratic participation through voter and civic education activities.</p> <p align="center">1. 2. 3. 4. 5. 6. 7. 8. 9. 10.</p>
	<p align="center">Your feedback on the quality of the support provided by the project</p> <p><u>Please rate, using a 1 to 5 scale, (bold or Underline or type your selected number) your appreciation of the following aspects of the support provided by the project.</u></p> <p>(RATING: 1: Poor, 2: Fair, 3: Good, 4: Very Good, 5: Excellent).</p> <p>a. Quality of support</p> <p align="center">1. 2. 3. 4. 5.</p> <p>b. Relevance of technical expertise</p> <p align="center">1. 2. 3. 4. 5.</p> <p>c. Relevance of support and activities</p> <p align="center">1. 2. 3. 4. 5.</p> <p>d. Timeliness of support</p> <p align="center">1. 2. 3. 4. 5.</p> <p>e. Responsiveness of support</p>

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	f. Participatory approach of the project	1. 2. 3. 4. 5.
	g. Clarity of communication of the project	1. 2. 3. 4. 5.
		1. 2. 3. 4. 5.
5	Your feedback on the quality of the support provided by the project	
	<u>Please rate, using a 1 to 5 scale, (Bold or Underline or type your selected number) how much the project activities have taken into account the specific situation (needs and challenges) of the following population groups.</u>	
	<u>(RATING: 1: Not at all, 2: Modestly, 3: Relatively well, 4: Well, 5: Very much).</u>	
	a. Women	1. 2. 3. 4. 5.
	b. People with Disability	1. 2. 3. 4. 5.
	c. Youth	1. 2. 3. 4. 5.
	d. Minorities (language, cultural or other minority population groups)	1. 2. 3. 4. 5.
e. Marginalised groups (due to poverty or other reasons)	1. 2. 3. 4. 5.	
6	Changes in municipal council as a result of the intervention	
	<u>Please rate using a 1 to 5 scale, (Bold or Underline or type your selected number) the extent to which the project has contributed to change on the following aspects: have taken into account the specific situation (needs and challenges) of the following population groups.</u>	
	<u>(1: Not at all, 2: Modestly, 3: Relatively much, 4: Much, 5: Very much).</u>	
	a. I am well prepared to participate in the planning and organisation of elections.	1. 2. 3. 4. 5.
	b. I have a sufficient understand of the role of the municipal council during elections and the legal framework	1. 2. 3. 4. 5.
	c. I have a clear understanding on human rights and its application in the context of local elections	1. 2. 3. 4. 5.
	d. I have a clear understanding on gender equality and its application in the context of local elections	1. 2. 3. 4. 5.
	e. I have a clear understanding on disability rights and its application in the context of local elections	1. 2. 3. 4. 5.
f. I have a clear understanding on disability rights and its application in the context of local elections	1. 2. 3. 4. 5.	
e. I feel able to contribute to initiative to promote and increase citizen participation to local elections.	1. 2. 3. 4. 5.	
7	Observed changes in citizen behavior	
	<u>Please rate using a 1 to 5 scale, (Bold or Underline or type your selected number) how much the project activities have taken into account the specific situation (needs and challenges) of the following population groups.</u>	
	<u>(1: Not at all, 2: Modestly, 3: Relatively well, 4: Well, 5: Very much).</u>	
	a. Citizens have a better understanding of the importance of local elections	1. 2. 3. 4. 5.
	b. Citizens have a strongest interest in participation in local elections	1. 2. 3. 4. 5.
	c. Citizens have a better understanding of the role of municipal councils	1. 2. 3. 4. 5.
	d. Citizens have a better understanding on how to interact with local institutions	1. 2. 3. 4. 5.
e. Citizens have a stronger trust in democratic elections	1. 2. 3. 4. 5.	
f. Citizens have a stronger trust in local institutions	1. 2. 3. 4. 5.	

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8	Current priority needs
	<p><u>Please rate (Bold or Underline or type your selected number) your answer to each of the following questions using a 1 to 10 scale (where 1 is the lowest priority and 10 is the strongest priority) what you see remaining a priority of local election and citizen participation in the coming period:</u></p>
	<p>a. Supporting preparation and implementation of local elections to all municipalities across Libya.</p>
	<p>1. 2. 3. 4. 5. 6. 7. 8. 9. 10.</p>
	<p>b. Support democratic participation through voter and civic education activities.</p>
	<p>1. 2. 3. 4. 5. 6. 7. 8. 9. 10.</p>
	<p>c. Supporting preparation and implementation of local elections to all municipalities across Libya.</p>
	<p>1. 2. 3. 4. 5. 6. 7. 8. 9. 10.</p>
	<p>d. Continue strengthening the capacity of the CCMCE at national level.</p>
	<p>1. 2. 3. 4. 5. 6. 7. 8. 9. 10.</p>
<p>e. Continue strengthening the capacity of the CCMCE at the local level.</p>	
<p>1. 2. 3. 4. 5. 6. 7. 8. 9. 10.</p>	
<p>f. Support the involvement of the civil society into citizen participation.</p>	
<p>1. 2. 3. 4. 5. 6. 7. 8. 9. 10.</p>	
<p>g. Strengthen the capacity of the municipal councils in relation to local elections</p>	
<p>1. 2. 3. 4. 5. 6. 7. 8. 9. 10.</p>	
<p>h. Strengthen the capacity of the municipal councils in relation to inclusiveness and human rights</p>	
<p>1. 2. 3. 4. 5. 6. 7. 8. 9. 10.</p>	
<p>i. Strengthen the capacity of the municipal councils in relation to service delivery to citizens</p>	
<p>1. 2. 3. 4. 5. 6. 7. 8. 9. 10.</p>	

Appendix E. Evaluation Matrix

Evaluation criteria	Key Evaluation questions	Sub-questions	Indicators	Data sources	Data collection methods Means of triangulation
Relevance	1. To what extent was the project in line with national development priorities, the country project's outputs and outcomes, the UNDP Strategic Plan and the SDGs?	<p>1.1. Does the project document refer to national development priorities, the country project's outputs and outcomes, the UNDP Strategic Plan and the SDGs?</p> <p>1.2. Does the project document explain how the project is aligned to national development priorities, the country project's outputs and outcomes, the UNDP Strategic Plan and the SDGs, and are its activities supportive of the objectives stated in those documents?</p>	<p>1.1.1. Extent to which references are clearly indicated in the project document.</p> <p>1.2.1. Extent to which clear linkages between project strategy, objectives, activities and national development priorities, the country project's outputs and outcomes, the UNDP Strategic Plan and the SDGs exist.</p>	<p>PRODOC, national development priorities documents, documents on country project's outputs and outcomes, UNDP Strategic Plan and the SDGs</p> <p>Individual interview notes</p>	<p>Data Collection: Desk review; documents from additional research, Individual interviews</p> <p>Means of triangulation Information from Programme documents will be compared against views and perceptions shared by interviewed stakeholders.</p>
	2. To what extent does the project contribute to the theory of change for the relevant country project outcomes?	2.1. Has a theory of change been specifically developed for the project or is referring to UNDP's country level ToC?	2.1.1. Extent to which a ToC has been developed for the project; or	PRODOC, national development priorities	<ul style="list-style-type: none"> Information from Programme

		<p>2.2. Have the change process assumptions been verified, in consultation with key relevant stakeholders?</p> <p>2.3. To what extent the project's objectives and outcomes contribute to the ToC?</p>	<p>alternatively, a change process, logic of intervention has been formulated.</p> <p>2.2.1. Assumptions are the results of research, assessment, consultations.</p> <p>2.2.2. Evidence of research, assessment, consultations is available.</p> <p>2.2.3. The process, rationale explaining the change is clearly formulated.</p> <p>2.3.1. Degree to which there are clear linkages explaining how the project's objectives and outcomes</p>	<p>documents, documents on country project's outputs and outcomes, UNDP Strategic Plan and the SDGs</p> <p>Individual interview notes</p> <p>PRODOC, national development priorities documents, documents on country project's outputs and outcomes, UNDP Strategic Plan and the SDGs</p> <p>Individual interview notes</p>	<p>documents will be compared against views and perceptions shared by interviewed stakeholders</p> <ul style="list-style-type: none"> • Review of materials against existing standards for best practice in Project management. Investigators triangulation
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			contribute to the ToC.		
	3. Extent to which project initiatives such as awareness raising campaigns, capacity building initiatives and public information products were relevant to the needs of partners and stakeholders?	<p>3.1. To what extent the project initiatives relate to identified needs or requests expressed by stakeholders and targeted beneficiaries?</p> <p>3.2. To what extent there is the design of the project initiatives is relevant to the needs of partners and stakeholders?</p> <p>3.3. Is there evidence that project initiatives proved relevant to the needs of partners and stakeholders?</p>	<p>3.1. 1. Extent to which partners have been consulted on needs, needs have been clearly expressed.</p> <p>3.2.1. Extent to which project initiatives are the results and related to a change process and strategy.</p> <p>3.3.1. Extent to which there is document evidence, indicating project initiatives have been relevant to the needs of partners and stakeholders.</p>	<p>PRODOC, national development priorities documents, documents on country project's outputs and outcomes, UNDP Strategic Plan and the SDGs</p> <p>Individual interview notes</p>	<p>Data Collection: Desk review; documents from additional research, Individual interviews</p> <p>Means of triangulation Information from Programme documents will be compared against views and perceptions shared by interviewed stakeholders.</p>
	4. To what extent does the project contribute to Leave No One Behind (LNOB), gender equality, the empowerment of women and the human rights-based approach?	4.1. Have the Leave No One Behind (LNOB), gender equality, the empowerment of women and the human rights-based approach been expressed through clear strategies, objectives the project can relate to?	4.1.1. Availability of clear strategic formulation and objectives of the Leave No One Behind (LNOB), gender equality, the	PRODOC, national development priorities documents, documents on country project's outputs and	Data Collection: Desk review; documents from additional research, Individual interviews

		4.2. Is there a clear rationale explaining how the project results were planned to contribute to the strategies objectives of Leave No One Behind (LNOB), gender equality, the empowerment of women and the human rights-based approach	empowerment of women and the human rights-based approach. 4.2.1. Evidence of project results that clearly contribute to strategies objectives of Leave No One Behind (LNOB), gender equality, the empowerment of women and the human rights-based approach.	outcomes, UNDP Strategic Plan and the SDGs Individual interview notes	Means of triangulation Information from Programme documents will be compared against views and perceptions shared by interviewed stakeholders.
5. Evaluate the extent to which LEP implementation strategy has been responsive to the emerging needs and priorities of CCMCE, other partners and stakeholders; and to the context of Libya’s emerging political and development scenario.	5.1. To what extent the emerging needs and priorities of CCMCE, other partners and stakeholders have been clearly captured by LEP? 5.2. To what extent the LEP is equipped with a strategy clearly responding to the emerging needs and priorities of CCMCE, other partners and stakeholders?	5.1.1. Availability of the emerging needs and priorities of CCMCE, other partners and stakeholders and context analysis. 5.2.1. Availability of an implementation strategy clear explaining how LEP is responding to emerging needs.	PRODOC, national development priorities documents, documents on country project’s outputs and outcomes, UNDP Strategic Plan and the SDGs Individual interview notes	Data Collection: Desk review; documents from additional research, Individual interviews Means of triangulation Information from Programme documents will be compared against views and	

		<p>5.3. To what extent the LEP strategy is equipped with a risk analysis and mitigation in relation to the context of Libya's emerging political and development scenario.</p> <p>5.4. What is the evidence that LEP implementation strategy has been responsive to the emerging needs and priorities of CCMCE, other partners and stakeholders; and to the context of Libya.</p>	<p>5.3.1. Availability of a clear risk analysis and mitigation in relation to the context of Libya's emerging political and development scenario.</p> <p>5.4.1. Documented evidence that LEP implementation strategy has been responsive to the emerging needs and priorities of CCMCE, other partners and stakeholders; and to the context of Libya.</p>		<p>perceptions shared by interviewed stakeholders.</p>
	<p>6. Evaluate whether project activities were relevant for the implementation of strategic and other plans of stakeholders?</p>	<p>6.1. Is a clear UNDP country-level or project specific, as well as key relevant stakeholder implementation strategy available?</p> <p>6.2. Is there a clear rationale explaining how activity level contributed to achievement of objectives/plans? What is the rel</p>	<p>6.1.1. Availability of UNDP, CMECC, MoLG strategy/plan ?</p> <p>6.2.1. Clarity of rationale. Availability of evidence for</p>	<p>PRODOC, national development priorities documents, documents on country project's outputs and outcomes, UNDP Strategic Plan and the SDGs</p>	<p>Idem</p>

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		6.3. What are the indicators of the project (short-term, projected impact) results have been relevant for the implementation of strategic and other plans of stakeholders?	underlying assumptions 6.3.1. Indicators of the project (short-term, projected impact) results	Individual interview notes	
Coherence	7. To what extent did the project contribute to the country programme outcomes and outputs, the SDGs, the UNDP Strategic Plan and national development priorities?	7.1. Are clearly defined country programme outcomes and outputs UNDP Strategic Plan and national development priorities availability. 7.2. To which extent the project's quantitative, qualitative results, effects have contributed to outputs, outcomes and priorities?	7.1.1. Availability of country programme outcomes and outputs UNDP Strategic Plan and national development priorities. 7.3. Recorded evidence of such results and the logic of results contributing to outputs, outcomes and priorities	PRODOC, national development priorities documents, documents on country project's outputs and outcomes, UNDP Strategic Plan and the SDGs Individual interview notes	Idem
	8. How well does the intervention fit?	8.1. To which extent has the project design taken into account the overall relevant development	8.1.1. The project design includes a review of other relevant	PRODOC, national development priorities documents,	Idem

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		<p>context in order to ensure its intervention is a coherent fit?</p> <p>8.2. To which extent the project has built synergies with other relevant interventions and avoided duplication?</p>	<p>interventions in the sector.</p> <p>8.2.1. Duplications identified. Evidence of synergies in the project design or ad hoc during implementation.</p>	<p>documents on country project's outputs and outcomes, UNDP Strategic Plan and the SDGs</p> <p>Individual interview notes</p>	
	9. How compatible was the project to other interventions in the country?	9.1. To what extent has the project, its conception or during implementation has contributed or has benefited from the contribution of other projects?	<p>9.1.1. Documented evidence of contributions from or contributions to other interventions.</p> <p>9.1.2. Initiatives, efforts to outreach, coordinate with other interventions.</p>	<p>PRODOC, national development priorities documents, documents on country project's outputs and outcomes, UNDP Strategic Plan and the SDGs</p> <p>Individual interview notes</p>	Idem
	10. To what extent did the intervention support or undermine policies?	10.1. To what extent have policies in the sector remained consistent with the reality and needs in the Libyan context?	10.1.1. Availability of policy analysis/monitoring (legal framework...)	PRODOC, national development priorities documents, documents on	Idem

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		10.2. To what extent has the project adjusted, remained supportive of, or undermined policies?	<p>allowing to assess the relevance of policies.</p> <p>10.2.1. Availability of evidence of the project's contribution to existing policies, and continued support of evolving needs in the context.</p>	<p>country project's outputs and outcomes, UNDP Strategic Plan and the SDGs</p> <p>Individual interview notes</p>	
	11. What synergies or interlinkages benefitted from this project within UNDP and externally? This includes complementarity, harmonization and co-ordination with others, and the extent to which the intervention is adding value while avoiding duplication of effort.	<p>11.1. To what extent has the project been pro-active in creating synergies or interlinkages with other UNDP projects? with project external to UNDP?</p> <p>11.2. To what extent has the intervention created added-value and avoided duplication of effort?</p>	<p>11.1.1. Evidence of synergy, interlinkages created, coordination practices, harmonization efforts.</p> <p>11.2.1. Examples of added-value. Identified examples of duplication if any.</p>	<p>PRODOC, national development priorities documents, documents on country project's outputs and outcomes, UNDP Strategic Plan and the SDGs</p> <p>Individual interview notes</p>	Idem

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Effectiveness	12. To what extent did the project contribute to the country project outcomes and outputs, the SDGs, the UNDP Strategic Plan and national development priorities?	<p>12.1. What have been the project key (quantitative and qualitative) results & achievements?</p> <p>12.2. To what extent have these results & achievements contributed to the realization of country project outcomes and outputs, the SDGs, the UNDP Strategic Plan and national development priorities?</p>	<p>12.1.1. Overview of the project key results & achievements vs initial targets.</p> <p>12.2.1. Extent, significance of contribution of project achievements to the realization of country project outcomes and outputs, the SDGs, the UNDP Strategic Plan and national development priorities.</p>	Idem	Idem
	13. Were the project initiatives including institutional strengthening of institutions, gender mainstreaming and engagement with civil society, such as media, effective to achieve project outcomes?	13.1. To what extent clear linkages exists between project initiatives/activity level and the realization of project outcomes?	13.1.1. Evidence, indicators such project initiatives have been effective in achieving project outcomes.	Idem	Idem

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	14. Are the project outputs clear, practical and feasible?	<p>14.1. To what extent project outputs have been clearly formulated, and have proven practical and feasible during implementation?</p> <p>10.2. Have the different stakeholders taken ownership of the Programme concept and approach?</p>	<p>14.1.1. Initial assumptions clearly explored, risks assessed.</p> <p>14.1.2. Consultation of feasibility of activities.</p> <p>14.1.3. Required resources adequately estimated.</p> <p>14.1.4. Adjustments made timely by the project when/if clarity, practicality and feasibility of outputs was questioned.</p>	Idem	Idem
	15. To what extent have stakeholders such as CCMCE remained involved in project implementation?	<p>15.1. To what extent has the project developed partnerships strategies with key partners, such as CCMCE?</p> <p>15.2. To what extent has the project effectively implemented its partnership strategy or made appropriate efforts to maintain involvement, nurture ownership of key stakeholders?</p>	<p>15.1.1. Availability of partnership strategy.</p> <p>15.2.1. Concrete actions, initiatives deployed by the project to ensure continued involvement. Results of these initiatives.</p>	Individual interviews	Idem

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			Indicators in involvement.		
	16. To what extent has the project been appropriately responsive to citizen needs during the electoral cycle?	16.1. To what extent have citizen needs during the electoral cycle been regularly assessed? 16.2. To what extent has the project been responsive to challenges and changing needs of citizens?	16.2.1. Mechanisms established by the project to monitor changing citizen needs. 16.2.2. Initiates, responses of the project to changing citizen needs during the electoral cycle?		
	17. To what extent has the project contributed to gender equality and inclusion such as capacity building of Gender and other stakeholders for promoting political and electoral participation of women, and persons with disabilities?	17.1. To what extent has the project set clear gender equality and inclusion specific objectives, activities and related results, supported by a dedicated strategy? 17.2. To what extent gender equality and inclusion specific objectives and activities have contributed to gender equality and inclusion as a whole for promoting political and electoral participation of women, and persons with disabilities?	17.1.1. Availability of gender equality and inclusion specific objectives, activities and related results. 17.2.1. Key results and analysis of the project contribution on these crosscutting issues.	Idem	Idem
	18. Assess whether a gender and human rights perspective has been taken into consideration and has been	18.1. To what extent has the project design included a gender and human rights strategy and disaggregated results and	18.1.1. Availability of gender and human rights	Idem	Idem

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	effective for the targeted institutions and communities;	monitoring tools to report the gender and human rights perspective? 18.2. What are the results of the intervention gender and human rights perspective?	assessment by the project. 18.1.2. Monitoring tools and data collection to inform on the gender and human rights perspective. 18.2.1. Overview of results and analysis of the gender and human rights perspective of the project.		
	19. Assess how the programme components complemented each other to contribute to the achievement of programme objectives.	19.1. How has the project design envisaged complementary of components? 19.2. To what extent has the complementary of components proven effective during implementation?	19.1.1. Availability of explanation on complementary of components. 19.2.1. Evidence, examples of complementarity and its contribution of the achievement of programme objectives.	Idem	Idem
	20. Assess the level of effectiveness of the UNDP and LEP oversight and management structures during the review period, in addition	20.1. To what extent has the project been equipped with adequate (human, financial, administrative, technical)	20.1.1. Provision of adequate resources, clear and effective administrative procedures, M&E	Idem	Idem

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	to quality and adequacy of programme monitoring and reporting?	resources to ensure effective implementation? 20.2. To what extent has UNDP, the project management, board proven effective in effectively, qualitatively, timely implementing and overseeing activities, and responsive to the context and related challenges (COVID-19, security, political events...)?	system, project structures, roles and responsibility clearly defined. 20.2.1. Extent to which adequate, qualified and performing human resources have been available to the project, Extent to which appropriate admin & finance procedures, M&E tools have been developed and used. 20.2.2. Responsive measures taken to cope with challenges induced by COVID-19, security, political events.		
Efficiency	21. To what extent have the project implementation strategy and execution been efficient and cost-effective to achieve overall outcomes?	21.1. To what extent an implementation strategy with a clear rationale on the distribution of financial resources has been formulated at the design stage?	21.1.1. Availability of implementation strategy. Clarity of rationale of the distribution of	Idem	Idem

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		21.2. To which extent has this implementation strategy been executed and proven efficient in reaching objectives? To which extent has the implementation strategy adjusted to the changing context to ensure an efficient implementation?	financial resources in the budget. 21.1.2. Appropriate assessment of resources needed (technical expertise...), rationale between resources needs and allocation of resources. Evidence of management decision keeping efficiency as a priority focus.		
	22. To what extent has there been an economical use of financial and human resources? Have resources (funds, human resources, time, expertise, etc.) been allocated strategically to achieve outcomes?	22.1. To what extent the use of financial and human resources has followed a rationale that is results-oriented, both qualitatively and quantitatively? 22.2. To what extent have the nature of resource (technical expertise, timeliness...) have been chosen guided the achievement outcomes? To what extent the project has shown flexibility to adjust to changes?	22.1.1. Availability of rationale in the initial distribution and identification of resources (type, timing of expertise...) 22.2.1. Availability of explanation of management decision in the use of financial and human resources.	Idem	Idem
	23. To what extent have project funds and activities	23.1. To what extent has the project experiences delays,	23.1. Availability of annual workplan	Idem	Idem

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	been delivered in a timely manner?	obstacles in implementation, and to what extent has the project management taken appropriate measures to ensure timeliness of implementation?	and budget plans and reports explaining the rationale between activities and funds allocation. Examples of how the project adjusted funds and activities to respond to challenges (COVID-19).		
	24. To what extent do the M&E systems utilized by UNDP ensure effective and efficient project management?	24.1. To what extent M&E systems have been designed and utilized by the project? 24.2. To what extent the data collected through M&E systems has contributed to effective and efficient management of the project?	24.1.1. Availability of and evidence of data collected M&E systems. 24.2.1. Availability of use of M&E data used in project management decision.	Idem	Idem
Sustainability and Risk	25. Assess the sustainability of LEP initiatives for institutional strengthening of stakeholders such as capacity building initiatives of CCMCE staff and municipalities.	25.1. To what extent has the sustainability of LEP initiatives for institutional strengthening of stakeholders been defined (strategically and operationally) and is a result of a consultative process? 25.1. To what extent the project results provide indicators of the	25.1.1. Availability of a rationale, approach, and expectation of level of stakeholder capacity by the end of the project. 25.1.2. Availability if indicators allowing to	Idem	Idem

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		extent to which CCMCE staff and municipalities have sufficient capacity to carry on electoral activities?	determine whether CCMCE staff and municipalities have sufficient capacity to carry on electoral activities without further external assistance.		
	26. To what extent will financial and economic resources be available to sustain the benefits achieved by the project?	26.1. To what extent is institutional funding secured after and outside project resources? 26.2. What are the needs and its financial value necessary from external sources in order to sustain the benefits by the end of the project?	26.1.2. Availability of institutional funding mechanisms if any. 26.2.1. Identification of external funding assistance required based on stakeholder capacity analysis.	Idem	Idem
	27. To what extent do mechanisms exist to allow stakeholders to carry forward the results attained on gender equality, empowerment of women, human rights and inclusion?	27.1. To what extent has the project design or inception involved the development of mechanisms and objectives in terms of gender equality, empowerment of women, human rights and inclusion? 27.2. To what extent mechanisms have been used, and results on	27.1.1. Availability of expected results and supportive mechanisms for the project to deliver on gender equality, empowerment of women, human rights and inclusion. 27.2.1. Results achieved in terms	Idem	Idem

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		those crosscutting issues been achieved specifically for those dimensions?	of gender equality, empowerment of women, human rights and inclusion and assessed likelihood of its sustainability.		
	28. To what extent are lessons learned being documented by the project team on a continual basis and shared with appropriate parties who could learn from the project?	28.1. What have been the lessons learned initiatives taken by the project? What have been the results and how much these lessons been shared and used by the project?	28.1. Availability of lessons learned. 28.1.2. Activities, events organised to share LL and initiatives to incorporate LL into implementation. Results of applying LL.	Idem	Idem
	29. To what extent has sustainability measures been incorporated in UNDP interventions?	29.1. To what extent sustainability expectations, activities and results have been defined by the project? 29.2. What are the results of incorporating sustainability measures into the project?	29.1.1. Availability of sustainability measures and results. 29.1.2. Degree to which sustainability measures has been institutionalized.	Idem	Idem
	30. What is the likelihood that project interventions are sustainable?	30.1. To what extent a level of expectation in terms of sustainability of project results have been formulated in the project design?	30.1.1. Availability of indicators and expectations for the sustainability of interventions (e.g. institutionalization	Idem	Idem

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		30.2. What are the indications that project interventions are sustainable and what are the current threat to sustainability?	of management of local election processes...). 30.1.2. Evidence of level of sustainability (institutionalization of results/practices) reached and remaining needs/gaps.		
	31. Are there any social or political risks that may jeopardize sustainability of project outputs and outcomes?	31.1. What are the social or political risks that may jeopardize sustainability of project outputs and outcomes and how is it expected to threaten the project results? 31.2. What are the preventive measures the project is intending to take to mitigate those risks?	31.1.1. Availability of identified risks and its analysis. 31.1.2. Availability of mitigation measures.	Idem	Idem
	32. Has the project's partnership strategy been appropriate, effective and contributed to sustainable impact?	32.1. To what extent has the project been equipped with a clear partnership strategy? 32.2.1. To what extent have the partnership strategy contributed to the sustainability of impact, and sustainability of partners as capable institutions?	32.1.1. Availability of a clear partnership strategy. 32.2.1. Evidence of partners's capacity to carry on its electoral assistance role and related	Idem	Idem

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			mandate in the long-term.		
	33. What are the key lessons derived from the rich experience provided by the project and that can be used by the evaluation users (UNDP, donor and gov) to enhance decision making and programming?	33.1. To what extent have the project lessons learned been documented, shared and users by relevant stakeholders?	33.1.1. Evidence of lessons learned recorded, share and used.	Idem	Idem
Gender Equality and Women's Empowerment	34. To what extent have gender equality and the empowerment of women been addressed in the design, implementation and monitoring of the project?	34.1. To what extent has the project design incorporated specific targets, activities, resources, monitoring tools and disaggregated data to support gender equality and the empowerment of women? 34.2. What are the key achievements of the project in relation to gender equality and the empowerment of women?	34.1.1. Availability of specific targets, activities, resources, monitoring tools and disaggregated data. 34.2.1. Evidence of key achievements of the project in relation to gender equality and the empowerment of women.	Idem	Idem
	35. To what extent did the project implement its Gender Action Plan?	35.1. To what extent has a Gender Action Plan has been developed for the project, with clear guidance and objectives? 35.2. What are the key results of this Gender Action Plan?	35.1.2. Availability of a Gender Action Plan. 35.2.1. Availability of the key results of this Gender Action Plan.	Idem	Idem

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	36. To what extent has the project promoted positive changes in gender equality and the empowerment of women? Were there any unintended effects?	36.1. What are the key positive changes in gender equality and the empowerment of women identified by the project? 36.2. What are the positive or negative unintended effects, if any of the changes incurred by the project?	36.1.1. Evidence of such key positive changes. 36.2. Evidence of positive or negative unintended effects.	Idem	Idem
	37. To what extent were the resources used to address inequalities in general, and gender issues in particular?	37.1. What are the specific resources (financial, human, technical, cultural...) the project has used to address inequalities in general, and gender issues in particular? 37.2. To what extent have those resources produced expected results?	37.1.1. Evidence of such resources 37.2.1. Availability of documented results.	Idem	Idem
Conflict Sensitivity	38. To what extent did UNDP adopt a conflict-sensitive approach to this intervention?	38.1. What concrete conflict-sensitive measures (strategies, activities, analysis...) have been incorporated in the project design? 38.2. How much of conflict-sensitive measures have been applied during implementation and what are the related results?	38.1.1. Availability of conflict-sensitive measures. 38.2.1. Evidence of conflict-sensitive measures applied and evidence of results.	Idem	Idem
	39. Were there any unintended [positive or negative] effects on the peace and conflict context in areas of intervention as a result of this project?	39.1. What unintended [positive or negative] effects, if any, have been identified during implementation?	39.1.2. Availability of unintended [positive or negative] effects identified.	Idem	Idem

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		39.2. To which extent was the project able to support or mitigate effects?	39.2.1. Evidence of project actions to support or mitigate effects.		
	40. To what extent is the project perceived to benefit one group over another (and reinforcing lines of division)?	40.1. Has the project recorded any indications that is perceived as benefiting one group over another? 40.2. What actions has the project taken to correct, mitigate this perception, in case such a situation emerged?	40.1.1. Evidence of perception of lack of neutrality of the intervention. 40.2.1. Evidence of actions taken by the project and its mitigating effect.	Idem	Idem
	41. How are UNDP hiring, partnership, and procurement practices perceived by different groups in the areas of intervention? Are they disproportionately benefitting/favouring one group over another?	41.1. To which extent have UNDP hiring, partnership, and procurement practices been clearly formulated, communicated and understood by the different groups? 41.2. To which extent have those practices been equally benefiting to various groups and, in case, it has not, how has the project addressed such situations?	41.1.2. Evidence of identified case where unequal practices have been recorded. 41.2.1. Evidence of how the project has ensured equality or address the perception of inequality, in such cases.	Idem	Idem
Disability	42. To what extent did UNDP consider the needs of people living with disabilities within the project design and implementation?	42.1. To what extent has the project design involved or referred to relevant assessment and consultation on the needs of people living with disabilities.	42.1.1. Evidence that the project design involved or referred to relevant assessment and consultation on the	Idem	Idem

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			needs of people living with disabilities.		
	43. What proportion of the beneficiaries of a programme were persons with disabilities?	43.1. To which extent has the project collected disaggregated data on persons with disabilities as beneficiaries? 43.2. What are the results and analysis on the project support to persons with disabilities?	43.1.1. Availability of such disaggregated data. 43.2.1. Evidence of specific project results benefiting persons with disabilities.	Idem	Idem
	44. What barriers did persons with disabilities face? Was a twin-track approach adopted?	44.1. What barriers to persons with disabilities has the project identified? 44.2. Was a twin-track approach adopted and which results did it bring?	44.1.1. Evidence of barriers identified. 44.2.1. Evidence of approach adopted and results.		
Human Rights and 'Leave No One Behind'	45. To what extent have the research and monitoring been inclusive in terms of capturing the situation of the most vulnerable and marginalized part of the Libya population?	45.1. To what extent has the project design been equipped with research and monitoring tools allowing to capture the situation of the most vulnerable and marginalized? 45.2. What information have these tools brought to the project and how has it been used?	45.1.1. Evidence of such inclusive tools. 45.2.1. Evidence of information collected and its use.	Idem	Idem
	46. To what extent have disadvantaged and marginalized groups (indigenous populations, unemployed or	46.1. To what extent has the project set clear objectives, approach, activities and resources	46.1.1. Evidence of project objectives, approach, activities to assist	Idem	Idem

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	underemployed/ poor, Libyans with undetermined legal status, etc.) benefitted from this intervention?	to assist disadvantaged and marginalized groups? 46.2. What have been the results of these actions?	disadvantaged and marginalized groups. 46.1.2. Availability of the results of these actions.		
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Appendix F – ToRs

Office: UNDP Libya

Description of the assignment: Project Evaluation of LOCAL ELECTIONS

PROJECT (LEP)

Project name: LOCAL ELECTIONS PROJECT (LEP)

Type of Appointment: Individual Consultant (International)

Duty Station: Home-based

Period of assignment/services: 45 working days

Payment arrangements: Lump Sum (payment linked to deliverables)

Expected start date. 08 Aug 2022

UNDP Libya Project Evaluation of LOCAL ELECTIONS

Proposal should be submitted by email to tenders.ly@undp.org no later than 28 th July, 2022, at 11:00 hours Tripoli, Libya time ref. www.greenwichmeantime.com.

Any request for clarification must be sent in writing, or by standard electronic communication to the address or e-mail address: procurement.ly@undp.org. UNDP Libya Procurement Unit will respond in writing or by standard electronic mail and will send written copies of the response, including an explanation of the query without identifying the source of inquiry, to all consultants who express their interest.

I. BACKGROUND AND CONTEXT

Libya has an estimated population of 8.24 million¹³ including 643,123 returnees, 212,593 Internally Displaced Persons (IDP), 597,611 migrants and 43,000 refugees. The legacy of authoritarian rule and the absence of effective and accountable governance institutions, combined with the tribal aspects of governance in parts of the country, and the discriminatory elements of traditional and gendered norms and values, continued to pose significant structural challenges to state-building and addressing inequalities. Weak and divided state and government institutions have further exacerbated the problems facing the Libyan populace by failing to provide adequate basic services—including education, health, cash liquidity, legal documentation, electricity, water, and security—with competition over limited resources further exacerbating cleavages among communities in turn at the local level (REACH, 2019).

¹³ 1 Humanitarian Needs Overview (HNO) by UN OCHA/UNHCR/IOM-DTM as of August 2021 and updated in December 2021

The weak ability of the central government institutions to provide key public service have increased the pressure on the municipalities to address basic service delivery.

Moreover, Libya is a wealthy nation by many accounts, given its natural resources, strategic location, ethnic diversity, cultural heritage and strong social fabric, all of which are solid foundations for development. Young people make up two thirds of the population and around 18 per cent of Libyans are aged 15 to 24 with high literacy rates¹⁴. While a decade of political crisis and recent violent conflict have had a devastating impact on the country's development trajectory and population, particularly the most vulnerable, many of its current structural development challenges –including limited economic diversification and overreliance on oil revenues, foreign labour and public sector employment – date back to the pre-revolution era

Through support to the Central Committee for Municipal Council Elections (CCMCE), the designated body responsible for Local Elections, the project will contribute to the timely planning, preparation and conduct of inclusive and peaceful municipal elections across Libya. The project's overall goal is the building of capacity of Libya's transitional governance structures and facilitating citizens' participation in democratic processes at local level, with the key outputs of (1) supporting credible and peaceful municipal council elections and (2) facilitating democratic participation before and after elections. In the very early stages of the project, the project has been in fact been transforming from an electoral assistance project into a Local Elections & Local Governance project. Additional direct support to newly elected councils should increase citizens' participation in between elections to boost interest in local governance and local democratic processes. The project extension will be implemented by UNDP under the overall guidance of the UNSMIL and within the context of the integrated UN Electoral Assistance Team, and under the leadership of a Chief Technical Advisor (CTA). The main beneficiaries are Central Committee for Municipal Council Elections (CCMCE), as well as elected municipal councils. The project contributed to gender equality, through our direct work with women councillors in collaboration with UN Women, as well as through specific awareness raising products for women participation in the voter and civic education campaign.

The Local Elections Project was established in 2018 following the request of the CCMCE. Key international partners as the European Union, France, Germany, Italy, Libya the United Kingdom, and more recently the Czech Republic, have contributed a total of USD 10 million. The project has been regularly extended, so far the project life span runs until December 2022 but it is expected to be continued beyond 2022 considering its ongoing essential and nonconcluded main objectives.

Holding of local elections and the support envisaged through this project including the support to newly elected municipal councils are in line with the Sustainable Development Goals (SDGs), and in particular, SDG Goal 16, which calls on Member States to "Promote peaceful and inclusive societies for sustainable development, provide access to justice for all, and build effective, accountable, and inclusive institutions at all levels". This is particularly relevant in the Libya context and sets the basis for UNDP's electoral programming. Target 6 of SDG 16 commits to "develop effective, accountable and transparent institutions at all levels" while Target 7 sets to "ensure responsive, inclusive, participatory and representative decision-making at all levels". These goals recognize and demonstrate the importance of strengthening participatory, inclusive, and accountable decision-making and institutions for the achievement of peaceful and sustainable development outcomes. In addition, through its interventions on voter and civic

¹⁴ Libya Common Country Analysis (2022), The Libyan Ministry of Youth expanded the youth age group up to 39 years.

education, the project also contributes to SDG 5 on the full and effective participation of women in political processes.

Local elections are also part of the wider local governance strategy of UNDP and our international partners during previous years. Partners have recognized that as long as there are no substantial changes at national level through national democratic elections and a change of the political elite, that the municipal level needs to be strengthened as this is the level relevant for service delivery to the citizens and as such the most relevant support level to engage with. The creation of legitimacy through credible elected councils is a cornerstone for the work at local level.

Also UNDP's strategic plan 2022 - 2025 covers the key project objectives including through its signature solutions governance and gender equality. The CCMCE had resumed elections and conducted between August 2020 and April 2021 a total of 18 council elections including in six larger Tripoli municipalities. Nine were conducted in the first half of 2021. The PostWar context following the withdrawal of LNA forces from Tripoli mid 2020 however had left many municipalities with major internal tensions and led to the interference of militias disrupting elections in at least three cases leading to complaints, partial or total cancellation and reiteration of electoral processes. Specifically in larger Tripoli municipalities, voter participation went down to a low of 20%. To address these challenges, the project supported the CCMCE to review its overall approach to run credible elections with a major lessons learned workshop in March 2021, producing recommendations across all major thematic areas including the legal framework, electoral security and conflict prevention, improve registration processes, refocus voter and civic education, and employ additional IT elements. Four joint weekly thematic task-forces were employed to prepare for the conclusion of the second generation of council elections. The arrival of the Government of National Unity (GNU), changes in the CCMCE leadership, lack of funding during 2021, further amendments of the legal framework for local elections, and finally a national re-prioritization on national elections impeded CCMCE to advance despite its operational readiness.

The project support to the newly elected councils involved all 2020 and 2021 16 newly elected and sworn-in councils. The project support rolled out module 1, 2 and partially module 3 with these municipalities, focussing on the 'democratic representation' and the role and functions of elected official at municipal level, and fostering a particular understanding of how to develop a communication and dialogue with their citizens. During the year, more attention was given to strengthen the role of female municipal councillors.

As a follow up to the 'municipal sub-track of the Libyan Political Dialogue Forum (LPDF)', developed with UNSMIL in bringing together mayors from across Libya before the first physical meeting of the LPDF in November 2020, the project conceived and launched in the second half of 2021 the 'municipal dialogue', promoting horizontal and vertical dialogue on matters of local governance and decentralisation.

Another novelty in 2021 has been the new partnership and engagement with the National Planning Council on the reunification of institution file, a mandate of the NPC. The split of the country since 2014 left around 140 Libyan institutions divided. Following a high-level workshop with personalities from across Libya, UNDP in cooperation with UNSMIL will support the NPC to foster the unification of institutions as part of the larger objective to promote Libyan reconciliation efforts.

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The project will refocus in 2022 - 24 to Libyan institutions by further expanding its support to local governance specifically further supporting Libya's decentralisation process, by more closely supporting the Ministry of Local Governance and the High Council of Local Administration in their efforts to increase the capacity of municipal councils and their core administration following the new transfer of municipal competencies, as well as by further promoting democratic participation of citizens during the mandate of elected councils, and through the support to the Central Committee of Local Elections to conclude the second generation of local elections. The project contributed to gender equality, among others through specific awareness products for increasing women participation in local elections, and through a specific focus on elected female councillors in our support to newly elected councils

PROJECT/OUTCOME INFORMATION	
Project/outcome title	LOCAL ELECTIONS PROJECT (LEP)
Atlas ID	00011614
Corporate outcome and output	UNSF outcome involving UNDP No. 3: By 2022, relevant output Libyan institutions improved their capacity to design, develop and implement social policies that focus on quality social services delivery for all women and girls, men and boys (including vulnerable groups, migrants and refugees) in Libya towards enhancing human security and reducing inequalities.
Country	Libya
Region	RBAS
Date project document signed	
Project dates	Start 01 April 2018 Planned end 30 December 2022
Project budget	\$10,400,000 USD including EU funding \$5,054,580
Project expenditure at the time of evaluation	Czech Republic, EU, France, Germany, Italy, Libya and UK UNDP Libya
Funding source	
Implementing party	

II. SCOPE OF WORK, RESPONSIBILITIES AND DESCRIPTION OF THE PROPOSED ANALYTICAL WORK

1. Evaluation purpose, scope and objectives:

The evaluation consultant will conduct an independent interim evaluation exercise of the LEP with regard to its support to the CCMCE preparing and conducting 40 municipal council

elections across Libya and supporting newly elected municipal councils in collaboration with the key stakeholders (UNDP, municipal councils / mayors, more recently the Ministry of Local Governance, and donors). The geographical scope of the project's work was all Libya, although Libya's division until 2021 limited to a certain extent our activities.

Purpose

The project has been implemented from May 2018 to the present and the evaluation will focus on the entire implementation period to date. UNDP commissions evaluations to capture and demonstrate evaluative evidence of its contributions to development results. This evaluation is carried out under the UNDP Evaluation Policy¹⁵ and the UNDP evaluation guidelines¹⁶. The purpose of the evaluation is to provide UNDP, project partners and stakeholders with an overall independent assessment of the performance of the electoral support project. This will provide evaluative evidence of the relevance, effectiveness, efficiency and sustainability of current programme, which can be used by UNDP and its partners to strengthen existing programmes and to set the stage for new initiatives. The evaluation serves an important accountability function, providing national stakeholders and partners in Libya with an impartial assessment of the results of UNDP governance support in line with national priorities, corporate strategies and UN electoral assistance policies.

In assessing the degree to which the project met its intended outcomes and results, the interim evaluation will provide key lessons about successful implementation approaches and operational practices, as well as highlight areas where the project performed less effectively than anticipated and/or in which other areas the project could potentially expand into to reach its objectives.

The results of the interim evaluation will draw lessons that will inform, CCMCE, donors, UNDP, Ministry of Local Governance and the High Council of Local Administration as the key stakeholders on the performance of the project. The evaluation will generate knowledge from the implementation of the project and reflect on challenges and lessons learnt. It will also propose actionable recommendations for future programming related to the next phase of the electoral support project.

The interim evaluation will specifically focus on the following:

An in- depth review of implementation of various project outcomes and outputs outlined in the project document with a view to identifying the level of achievement as well as an analysis of factors in case the set benchmarks were not fulfilled.

Review the extent by which the project has contributed to gender equality and women's empowerment and other cross-cutting issues addressed during project planning and implementation.

Assess the quality of partnerships, national ownership, and sustainability vis- à- vis the strategy in the project document, identify if they were gaps and document a lesson for future referencing.

Extent of intended and unintended changes in development (condition/outcome)

between the completion of outputs and achievement of impacts Review the oversight, reporting and monitoring structures designed to support the project strategies Extract the lessons learned and best practices that can be considered in planning and design of an amended future phase and recommendations that can be applied in projects with the same nature.

¹⁵ 3 <http://web.undp.org/evaluation/policy.shtml>

¹⁶ 4 <https://www.undp.org/accountability/evaluation>

1. Evaluation Criteria and Key Guiding Questions

The following key questions are proposed to guide the decentralized final project evaluation, which, when answered, will give intended end users the information they seek in order to make decisions, take actions and increase knowledge. The proposed questions are grouped according to the OECD-DAC evaluation criteria, including relevance; coherence; impact; effectiveness; efficiency; and sustainability.

The final key guiding questions to be used in the evaluation should be clearly outlined in the inception report and fully discussed and agreed between UNDP, key stakeholders and the evaluators.

Relevance

- a) To what extent was the project in line with national development priorities, the country project's outputs and outcomes, the UNDP Strategic Plan and the SDGs?
- b) To what extent does the project contribute to the theory of change for the relevant country project outcomes?
- c) Extent to which project initiatives such as awareness raising campaigns, capacity building initiatives and public information products were relevant to the needs of partners and stakeholders?
- d) To what extent does the project contribute to Leave No One Behind (LNOB), gender equality, the empowerment of women and the human rights-based approach?
- e) Evaluate the extent to which LEP implementation strategy has been responsive to the emerging needs and priorities of CCMCE, other partners and stakeholders; and to the context of Libya's emerging political and development scenario;
- f) Evaluate whether project activities were relevant for the implementation of strategic and other plans of stakeholders?

Coherence

- a) To what extent did the project contribute to the country programme outcomes and outputs, the SDGs, the UNDP Strategic Plan and national development priorities?
- b) How well does the intervention fit?
- c) How compatible was the project to other interventions in the country?
- d) To what extent did the intervention support or undermine policies?
- e) What synergies or interlinkages benefitted from this project within UNDP and externally? This includes complementarity, harmonization and co-ordination with others, and the extent to which the intervention is adding value while avoiding duplication of effort.

Effectiveness a) To what extent did the project contribute to the country project outcomes and outputs, the SDGs, the UNDP Strategic Plan and national development priorities?

b) Were the project initiatives including institutional strengthening of institutions, gender mainstreaming and engagement with civil society, such as media, effective to achieve project outcomes?

c) Are the project outputs clear, practical and feasible?

d) To what extent have stakeholders such as CCMCE remained involved in project implementation?

e) To what extent has the project been appropriately responsive to citizen needs during the electoral cycle?

f) To what extent has the project contributed to gender equality and inclusion such as capacity building of Gender and other stakeholders for promoting political and electoral participation of women, and persons with disabilities?

g) Assess whether a gender and human rights perspective has been taken into consideration and has been effective for the targeted institutions and communities;

h) Assess how the programme components complemented each other to contribute to the achievement of programme objectives

i) Assess the level of effectiveness of the UNDP and LEP oversight and management structures during the review period, in addition to quality and adequacy of programme monitoring and reporting?

Efficiency

a) To what extent have the project implementation strategy and execution been efficient and cost-effective to achieve overall outcomes?

b) To what extent has there been an economical use of financial and human resources?

Have resources (funds, human resources, time, expertise, etc.) been allocated strategically to achieve outcomes?

c) To what extent have project funds and activities been delivered in a timely manner?

d) To what extent do the M&E systems utilized by UNDP ensure effective and efficient project management?

Sustainability and Risk

a) Assess the sustainability of LEP initiatives for institutional strengthening of stakeholders such as capacity building initiatives of CCMCE staff and municipalities.

b) To what extent will financial and economic resources be available to sustain the benefits achieved by the project?

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- c) To what extent do mechanisms exist to allow stakeholders to carry forward the results attained on gender equality, empowerment of women, human rights and inclusion?
- d) To what extent are lessons learned being documented by the project team on a continual basis and shared with appropriate parties who could learn from the project?
- e) To what extent has sustainability measures been incorporated in UNDP interventions?
- f) What is the likelihood that project interventions are sustainable?
- g) Are there any social or political risks that may jeopardize sustainability of project outputs and outcomes?
- h) Has the project's partnership strategy been appropriate, effective and contributed to sustainable impact?
- i) What are the key lessons derived from the rich experience provided by the project and that can be used by the evaluation users (UNDP, donor and gov) to enhance decision making and programming?

Evaluation of Cross-Cutting Issues:

Cross cutting issues, including gender, conflict sensitivity, human rights, disability, and 'leave no one behind' will be considered evaluation questions as well the evaluation process. Gender analysis, including gender disaggregated data need to be incorporated in the evaluation.

Gender Equality and Women's Empowerment

- a) To what extent have gender equality and the empowerment of women been addressed in the design, implementation and monitoring of the project?
- b) To what extent did the project implement its Gender Action Plan?
- c) To what extent has the project promoted positive changes in gender equality and the empowerment of women? Were there any unintended effects?
- d) To what extent were the resources used to address inequalities in general, and gender issues in particular?

Conflict Sensitivity

To what extent did UNDP adopt a conflict-sensitive approach to this intervention?

Were there any unintended [positive or negative] effects on the peace and conflict context in areas of intervention as a result of this project?

To what extent is the project perceived to benefit one group over another (and reinforcing lines of division)?

How are UNDP hiring, partnership, and procurement practices perceived by different groups in the areas of intervention? Are they disproportionately benefitting/ favouring one group over another?

Disability

To what extent did UNDP consider the needs of people living with disabilities within the project design and implementation?

What proportion of the beneficiaries of a programme were persons with disabilities? What barriers did persons with disabilities face? Was a twin-track approach adopted?¹⁷

Human Rights and 'Leave No One Behind'

To what extent have the research and monitoring been inclusive in terms of capturing the situation of the most vulnerable and marginalized part of the Libya population?

To what extent have disadvantaged and marginalized groups (indigenous populations, unemployed or underemployed/ poor, Libyans with undetermined legal status, etc.) benefitted from this intervention?

1) Methodology

Based on UNDP guidelines for evaluations, and in consultation with UNDP Libya CO, the evaluation will be inclusive and participatory, involving all principal stakeholders into the analysis. The evaluator is expected to ensure close engagement with the evaluation manager and project staff throughout the process. The evaluation will consider the social, political, security and economic context which affects the overall performance of the project. All evaluation products are expected to address gender, conflict sensitivity, disability and human right issues.

The project evaluation will be carried out by an external evaluator and will engage a wide array of stakeholders and beneficiaries, including regional bodies, governments where interventions or advisory support were provided.

Evidence obtained and used to assess the results of the support should be triangulated from a variety of sources, including verifiable data on indicator achievement, existing reports, and technical papers, stakeholder interviews, and other means as far as the current situation allows. During this exercise, the evaluator is expected to apply the following approaches for data collection and analysis, which include a combination of both qualitative and quantitative methods:

¹⁷ 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>

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Desk review of relevant documents (including project documents, donor reports with project amendments made, project quality assurance reports, annual workplans, financial reports etc.) and including funding data required for the funding analysis as per the evaluation questions.

Interviews and meetings with current and former (men and women) UNDP Libya Country Office (CO) project staff and key stakeholders such as representatives of involved ministries, representatives of key civil society organizations, and partners:

- o Semi-structured key informant interviews designed for different categories of stakeholders (UNDP Libya staff, government and civil society partners, beneficiaries) (men and women) based on the key guiding evaluation questions around relevance, coherence, effectiveness, efficiency, sustainability, and impact.

- o Focus group discussions (if feasible) with male and female beneficiaries and stakeholders.

Surveys and questionnaires including participants in development programmes, partners, and other stakeholders.

Data review and analysis of monitoring, financial data and other data sources and methods. 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 need to be used to map the data and triangulate the available evidence.

The evaluation methodology needs to employ a gender sensitive approach and inclusion principle and this needs to be elaborated in the evaluation report including how data-collection and analysis methods integrated gender considerations, use of disaggregated data and outreach to diverse stakeholders' groups.

The findings of the evaluation should lead to the elaboration of specific, practical, achievable recommendations that should be directed to the intended users.

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—with the final methodological approach to be clearly outlined in the inception report and fully discussed and agreed between UNDP, key stakeholders and the evaluators.

Consultancy is home-based using different tools (Zoom, WhatsApp, Microsoft teams, etc.) to conduct the evaluation. As such, the Consultant is expected to have experience in conducting remote evaluations.

7. The consultant is expected to deliver the following outputs:

UNDP Libya expects the following deliverables from the evaluator (with the detailed timeline and schedule for completion of the evaluation products outlined in the section 'evaluation timeline' below. These products include:

Evaluation inception report (10-15 pages). The inception report should be carried out following and based on preliminary discussions with UNDP after the desk review and should be produced before the evaluation starts (before any formal evaluation interviews, survey distribution or field

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visits) and prior to the country visit in the case of international evaluators. The report should include all the requirements in the standard template of the inception reports.

Evaluation debriefings. The evaluator will provide briefing and debriefing session with UNDP, including Senior Management and UNDP CO project staff—including preliminary findings.

Draft evaluation report (within an agreed length). A length of 40 to 60 pages including executive summary is suggested.

Evaluation report audit trail. The programme unit and key stakeholders in the evaluation should review the draft evaluation report and provide an amalgamated set of comments to the evaluator within an agreed period of time, as outlined in these guidelines. Comments and changes by the evaluator in response to the draft report should be retained by the evaluator to show how they have addressed comments. Final evaluation report addressing the content required (in the standard evaluation report template and as agreed in the inception report) and quality criteria as outlined in the UNDP evaluation guidelines Presentation to UNDP Libya and other stakeholders Evaluation brief and other knowledge products or participation in knowledge sharing events, if relevant to maximise use.

The detailed evaluation workplan will be agreed upon between the UNDP and the selected International Consultant. The Project evaluation will require forty (45) working days starting 1 st July 2022. Due to travel restrictions from the COVID-19 pandemic, the consultancy will be mostly remote (home-based) while on-site data collection is encouraged if logistically feasible depending on local context.

The International Consultant is expected to commence the assignment on 1 st July 2022 subject to restrictions and conditions imposed by the COVID-19 pandemic. The assignment and final deliverable are expected to be completed, with the detail 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. Briefing to UNDP on inception report for agreeing methodology	Inception Report	10 days 1 day	
Desk review of existing documents, interviews, and preparation of guidance for national consultant Data collection and interviews in the country		15 days	
Draft evaluation report		10 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		5 days	
Presentation to LEP		1 day	

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Total number of working days		45 days	100%
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Payment is based upon successful delivery and approval of all deliverables as specified in the TOR. 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 due to circumstances.

8. Implementation Arrangements

The project Evaluation is commissioned by the UNDP Libya Deputy Resident Representative (Programme). The International Consultant will work with the evaluation manager (UNDP Libya Monitoring & Evaluation Specialist) and the LEP project team for conducting the evaluation. These CO colleagues will be responsible for the provision of documents and data as requested and support the overall evaluation.

UNDP LEP project team will:

Provide the evaluator with appropriate logistical support to ensure that the objective of the evaluation is achieved with reasonable efficiency and effectiveness; Project Team will ensure that relevant documents are available to the consultant upon the commencement of the tasks; Project Team will coordinate and inform government counterparts, partners and other related stakeholders as needed; Support to identify key stakeholders to be interviewed as part of the assessment; Help in liaising with partners; and Organize the inception meeting between the selected evaluator, partners and stakeholders prior to the scheduled start of the evaluation assignment.

The Evaluation Manager is the technical person from UNDP responsible for the oversight of the whole evaluation process and is separated from the project under evaluation. The Evaluation Manager has the following overall responsibilities in this evaluation:

Lead the evaluation process and participate in all of its stages - evaluability assessment, preparation, implementation, management and the use of the evaluation.

Safeguard the independence of evaluations.

Organize the kick-off meeting to introduce the evaluator to the project Team and discuss the evaluation assignment.

Liaise with the project Manager throughout the evaluation process.

Circulate, review and obtain approval of the inception report, including the methodologies and evaluation matrix.

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Ensure that gender equality and women's empowerment and other cross-cutting issues are considered in the inception report, including a gender-responsive methodology. Circulate, review and comment on the draft evaluation report (according to the TOR and inception report).

Ensure that gender equality and women's empowerment and other cross-cutting issues are considered in the draft evaluation report and ensure that all and respective evaluation questions are answered, and relevant data, disaggregated by sex, is presented, analyzed and interpreted.

Collect and consolidate comments on the draft evaluation report in one feedback document (audit trail) and share with the evaluator for finalization of the evaluation report.

Review the final evaluation report to ensure compliance to the UNDP report template and quality assurance and seek final approval of the commissioner of the evaluation.

The evaluator will submit the evaluation report to the evaluation commissioner. The UNDP Libya evaluation manager will facilitate a feedback mechanism enabling key stakeholders, including the donor and project partners, to provide feedback on the evaluation through the audit trail document. This includes circulating the draft Terms of Reference for this evaluation, as well as the inception report and draft review report to provide detailed comments on the quality of methodology, evidence collected, analysis and reporting. Stakeholders will also provide input to the development of management responses and key actions recommended by the evaluation. The feedback provided by UNDP and stakeholders in the audit trail should be addressed by the evaluator and retained to show how they were addressed. Additional review and adjustments might be needed depending on the quality of the submitted evaluation report.

The deliverables will be approved by the evaluation commissioner.

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 inception report Develop data collection tools and conduct of data gathering activities: desk review, 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 draft evaluation report Ensure UNDP feedback on inception and draft evaluation reports is considered in final versions, always under the basis of an independent evaluation.

Finalize the whole evaluation report and engage in debriefing with UNDP.

Submit final evaluation report revised Conduct a final presentation of evaluation findings to UNDP and other stakeholders, including the donor

☐ Have/bring their laptops, and other relevant software/equipment 9. Evaluation Ethics

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.

III. DUTY STATION:

Home-based

IV. CONTRACT DURATION:

The duration of the contract will be 45 working days as per the deliverables.

V. REQUIREMENTS FOR EXPERIENCE AND QUALIFICATIONS

I. Academic Qualifications:

Master's degree in Development Studies, International Relations, Governance, Peace and Conflict Studies, Gender, Public Policy and Management/ Administration, or any other relevant social science degree

II. Years of experience:

Extensive experience in programme/project monitoring and evaluation, of which at least five years should be in conflict or post-conflict/ fragile or 'in transition' state contexts

Experience:

☐ Proven experience in conducting evaluations and in using a mix of evaluations tools and in applying a variety of mixed-methods evaluation approaches (including the Theory of Change-based, Utilization-focused, Participatory, and Gender and Equitybased evaluations) ☐ Experience using range of quantitative and qualitative data gathering techniques to assess programme/project results at individual, institutional, sector and policy level ☐ Proven experience in conducting remote evaluations and using technology (Zoom, Skype, Kobo, etc) to effectively do so, including within the context of COVID-19 ☐ Demonstrated experience in designing and leading participatory and gendersensitive evaluations of relevant development, stabilization, governance, and/ or peacebuilding projects/ programmes, which engage with different stakeholders ☐ Experience/ knowledge of the UNDP Evaluation Policy, UNDP Results-Based Evaluation Policies and Procedures, and UNDP DIM/ NIM Guidelines and procedures ☐ Thorough understanding of key elements of result-based management ☐ In-depth understanding of development and peacebuilding issues in "in-conflict" and post-conflict context and/or countries in transition

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Technical knowledge and experience in other cross-cutting areas such equality, disability issues, rights-based approach, and capacity development. Knowledge of Libya and its socio-political context is considered an extremely strong 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 Demonstrated capacity for strategic thinking and excellent analytical and English language writing skills Fluency in spoken and written English

III. Competencies:

A consultant must be independent to the Programme's formulation, implementation, or monitoring phases. It is proposed that an evaluation be carried out by an international consultant.

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:

Ensure timely submission of quality evaluation reports.

Good knowledge and understanding of the UN system, familiarity with UNDP mandate an asset.

Knowledge of issues concerning peacebuilding, governance, stabilization.

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 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:

i. Letter of interest and availability using the standard template.

ii. 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).

iii. Technical Proposal:

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a) Provide a brief methodology on how they will approach and conduct the work

b) Confirmation of availability to provide services within the stipulated timeframe

iv. Financial proposal 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.

v. Personal CV including experience in similar activities and at least 3 references.

VI. EVALUATION

Individual consultants will be evaluated based on the following methodologies:

- Only those applications which 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 accepted UNDP's General Terms and Conditions will be awarded the IC contract.

Excellent English writing and communication skills; (samples of reports)

Evaluation criteria		
Technical Evaluation		70 POINTS
Academic Requirement	Master's degree in Development Studies, Governance, Elections, 10 Requirement Peace and Conflict Studies, Gender, Public Policy and Management/ Administration, or any other relevant social science degree	10
Experience	Extensive experience in programme /project evaluation, of which at 10 least five years should be in conflict or post-conflict/ fragile or 'in transition state contexts	10
	Good knowledge of the UNDP Evaluation Policy, experience applying UNDP Results Based Evaluation Policies and	10

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	Procedures, good knowledge of the UNDP DIM/NIM Guidelines and Procedures, experience applying participatory, gender-sensitive, and mixed methods evaluation methods of relevant development, stabilization, governance and/or peacebuilding projects, experience conducting remote evaluations and using technology effectively to do so, demonstrable analytical skills	
	Adequate Methodology and work plan (Evaluation matrix, techniques for gathering and analyzing gender sensitive qualitative and quantitative data)	20
	Technical knowledge of development and peacebuilding, as well as cross-cutting issues (gender equality, conflict sensitivity, disability, human rights, etc.) in Libya or similar contexts	10
Financial Evaluation		
		30 POINTS
<p>Candidates obtaining a minimum of 49 points over 70 points would be considered for the Financial Evaluation - 30 points</p> <p>Lowest Price will be qualified with the maximum of 30 points. Higher prices will be qualified according to the following calculation:</p> $FE = \frac{LFP}{FPI} \times 30$ <p>FE = Financial Evaluation LFP = Lowest Financial Proposal FPI = Financial Proposal of bidder i</p>		
Technical + Financial Evaluation		MAX 100 POINTS

Annexes

Annexes will be provided upon request:

Annex 1: Recommended List of Documents

Project Document

a. Initial project document (donor agreement)

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b. Revised project document (donor agreement) upon no-cost extension

c. Theory of Change

d. Revised Logical Framework, indicators and targets

Project Reports

a. Project progress reports (annual, quarterly, monthly)

b. Communication and visibility reports including links of communication materials

c. Third-party monitoring monthly reports

Other Project Products

a. Meeting minutes (project board, steering committee, technical committee)

b. Presentation slides (project board meetings)

Country Programme Document Annual Work Plans (AWPs) Inception Report Template Key stakeholders and partners

NB; While the mentioned documents are must to review and consult, it should not limit consultants from reviewing and consulting other documents which will be considered of help to ensure adequate and reliable information for the purpose of this assignment.

Annex 2: Sample Evaluation Matrix

Evaluation matrices are useful tools for planning and conducting evaluations, helping to summarize and visually present an evaluation design and methodology for discussions with stakeholders. In an evaluation matrix, the evaluation questions, data sources, data collection, analysis tools and methods appropriate for each data source are presented, and the standard or measure by which each question will be evaluated is shown.

Relevant evaluation criteria	Key questions	Specific subquestions	Data sources	Data collection methods/tools	Indicators/success standards	Methods for data analysis

- Schedule of tasks, milestones, and deliverables. Based on the time frame specified in the TOR, the evaluators present the detailed schedule.
- Required format for the evaluation report. The final report must include, but not necessarily be limited to, the elements outlined for evaluation reports (see annex 4 below).
- Dispute and wrongdoing resolution process and contact details

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- Pledge of ethical conduct in evaluation. UNDP programme units should request each member of the evaluation team to read carefully, understand and sign the 'Pledge of Ethical Conduct in Evaluation of the United Nations system'.¹⁸

A. 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. The Independent Evaluation Office (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 (<http://web.undp.org/evaluation/guideline/>).

B. 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>

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>

C. Guidance on Integrating Gender and Human Rights in Evaluation

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

Annex 3: Individual Consultant General Terms and Conditions Annex 4: Statement of Health - Individual Contractor Annex 5: Financial Proposal Template Annex 6: Inception Report Template Annex 7: Recommended Structure (Outline) of Evaluation Report The length of the Report should not exceed 40 pages in total (not including annexes) ☐ Title and opening pages ☐ Table of contents ☐ List of acronyms and abbreviations ☐ Executive summary ☐ Introduction ☐ Description of the intervention ☐ Evaluation scope and objectives o Evaluation scope o Evaluation objectives o Evaluation criteria o Evaluation questions ☐ Evaluation approach and methods o Data sources o Sample and sampling frame (if applicable) o Data collection procedures and instruments o Performance standards o Stakeholder engagement o Ethical considerations o Background information on evaluators o Major limitations of the methodology ☐ Data analysis ☐ Findings ☐ Lessons learned ☐ Recommendations ☐ Conclusion ☐ Report annexes Annex 8: Ethical Code of Conduct for UNDP Evaluations

Evaluators:

18

<http://www.unevaluation.org/document/detail/2866#:~:text=The%20UNEG%20Ethical%20Guidelines%20for%20Evaluati>
[on%20were%20first%20published%20in%202008.&text=This%20document%20aims%20to%20support,day%20to%20day%20evaluation%20practice.](http://www.unevaluation.org/document/detail/2866#:~:text=The%20UNEG%20Ethical%20Guidelines%20for%20Evaluati)

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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 during 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.

Evaluation Consultant Agreement Form Agreement to abide by the Code of Conduct for
Evaluation in the UN System Name of Consultant:
Name of Consultancy
Organization (where relevant): _____ I confirm that I have received and
understood and will abide by the United Nations Code of Conduct for Evaluation.

Signed at ____ on _____

Signature: _____

Appendix G – Pledge of Ethical Conduct



ANNEX 2

GENERAL CONDITIONS OF CONTRACT FOR THE SERVICES OF INDIVIDUAL CONTRACTORS

1. **LEGAL STATUS:** The Individual contractor shall have the legal status of an independent contractor vis-à-vis the United Nations Development Programme (UNDP), and shall not be regarded, for any purposes, as being either a “staff member” of UNDP, under the UN’ Staff Regulations and Rules, or an “official” of UNDP, for purposes of the Convention on the Privileges and Immunities of the United Nations, adopted by the General Assembly of the United Nations on 13 February 1946. Accordingly, nothing within or relating to the Contract shall establish the relationship of employer and employee, or of principal and agent, between UNDP and the Individual contractor. The officials, representatives, employees or subcontractors of UNDP and of the Individual contractor, if any, shall not be considered in any respect as being the employees or agents of the other, and UNDP and the Individual contractor shall be solely responsible for all claims arising out of or relating to its engagement of such persons or entities.

2. **STANDARDS OF CONDUCT:** In General: The Individual contractor shall neither seek nor accept instructions from any authority external to UNDP in connection with the performance of its obligations under the Contract. Should any authority external to UNDP seek to impose any instructions on the Contract regarding the Individual contractor’s performance under the Contract, the Individual contractor shall promptly notify UNDP and shall provide all reasonable assistance required by UNDP. The Individual contractor shall not take any action in

respect of its performance of the Contract or otherwise related to its obligations under the Contract that may adversely affect the interests of UNDP, and the Individual contractor shall perform its obligations under the Contract with the fullest regard to the interests of UNDP. The Individual contractor warrants that it has not and shall not offer any direct or indirect benefit arising from or related to the performance of the Contract or the award thereof to any representative, official, employee or other agent of UNDP. The Individual contractor shall comply with all laws, ordinances, rules and regulations bearing upon the performance of its obligations under the Contract. In the performance of the Contract the Individual contractor shall comply with the standards of conduct set in the Secretary General’s Bulletin ST/SGB/2002/9 of 18 June 2002, entitled “Regulations Governing the Status, Basic Rights and Duties of Officials other than Secretariat Officials, and Expert on Mission”. The individual contractor must comply with all Security Directives issued by UNDP. Failure to comply with such security directives is grounds for termination of the Individual contractor for cause.

Prohibition of Sexual Exploitation and Abuse: In the performance of the Contract, the Individual contractor shall comply with the standards of conduct set forth in the Secretary-General’s bulletin ST/SGB/2003/13 of 9 October 2003, concerning “Special measures for protection from sexual exploitation and sexual abuse”. In particular, the Individual contractor shall not engage in any conduct that would constitute sexual exploitation or sexual abuse, as defined in that bulletin.

The Individual contractor acknowledges and agrees that any breach of any of the provisions hereof shall constitute a breach of an essential term of the

A handwritten signature in black ink, consisting of stylized letters that appear to be 'TV' or similar.

Contract, and, in addition to any other legal rights or remedies available to any person, shall give rise to grounds for termination of the Contract. In addition, nothing herein shall limit the right of UNDP to refer any alleged breach of the foregoing standards of conduct to the relevant national authorities for appropriate legal action.

3. TITLE RIGHTS, COPYRIGHTS, PATENTS AND OTHER PROPRIETARY RIGHTS: Title to any equipment and supplies that may be furnished by UNDP to the Individual contractor for the performance of any obligations under the Contract shall rest with UNDP, and any such equipment shall be returned to UNDP at the conclusion of the Contract or when no longer needed by the Individual contractor. Such equipment, when returned to UNDP, shall be in the same condition as when delivered to the Individual contractor, subject to normal wear and tear, and the Individual contractor shall be liable to compensate UNDP for any damage or degradation of the equipment that is beyond normal wear and tear.

UNDP shall be entitled to all intellectual property and other proprietary rights, including, but not limited to, patents, copyrights and trademarks, with regard to products, processes, inventions, ideas, know-how or documents and other materials which the Individual contractor has developed for UNDP under the Contract and which bear a direct relation to or are produced or prepared or collected in consequence of, or during the course of, the performance of the Contract, and the Individual contractor acknowledges and agrees that such products, documents and other materials constitute works made for hire for UNDP. However, to the extent that any such intellectual property or other proprietary rights consist of any intellectual property or other proprietary rights of the Individual contractor: (a) that pre-existed the performance by the Individual contractor of its obligations under the Contract, or (b) that the Individual contractor may develop or acquire, or may have developed or acquired, independently of the performance of its obligations under the Contract, UNDP does not and shall not claim any ownership interest thereto, and the Individual contractor grants to UNDP a perpetual

licence to use such intellectual property or other proprietary right solely for the purposes of and in accordance with the requirements of the Contract. At the request of UNDP, the Individual contractor shall take all necessary steps, execute all necessary documents and generally assist in securing such proprietary rights and transferring or licensing them to UNDP in compliance with the requirements of the applicable law and of the Contract. Subject to the foregoing provisions, all maps, drawings, photographs, mosaics, plans, reports, estimates, recommendations, documents and all other data compiled by or received by the Individual contractor under the Contract shall be the property of UNDP, shall be made available for use or inspection by UNDP at reasonable times and in reasonable places, shall be treated as confidential and shall be delivered only to UNDP authorized officials on completion of work under the Contract

4. CONFIDENTIAL NATURE OF DOCUMENTS AND INFORMATION: Information and data that are considered proprietary by either UNDP or the Individual contractor or that are delivered or disclosed by one of them ("Discloser") to the other ("Recipient") during the course of performance of the Contract, and that are designated as confidential ("Information"), shall be held in confidence and shall be handled as follows. The Recipient of such Information shall use the same care and discretion to avoid disclosure, publication or dissemination of the Discloser's Information as it uses with its own similar information that it does not wish to disclose, publish or disseminate, and the Recipient may otherwise use the Discloser's Information solely for the purpose for which it was disclosed. The Recipient may disclose confidential Information to any other party with the Discloser's prior written consent, as well as to the Recipient's employees, officials, representatives and agents who have a need to know such confidential Information solely for purposes of performing obligations under the Contract. Subject to and without any waiver of the privileges and immunities of UNDP, the Individual contractor may disclose Information to the extent required by law, *provided that* the Individual contractor will give UNDP sufficient prior notice of a request for the disclosure of Information in order to

allow UNDP to have a reasonable opportunity to take protective measures or such other action as may be appropriate before any such disclosure is made. UNDP may disclose Information to the extent as required pursuant to the Charter of the United Nations, resolutions or regulations of the General Assembly or its other governing bodies, or rules promulgated by the Secretary-General. The Recipient shall not be precluded from disclosing Information that is obtained by the Recipient from a third party without restriction, is disclosed by the Discloser to a third party without any obligation of confidentiality, is previously known by the Recipient, or at any time is developed by the Recipient completely independently of any disclosures hereunder. These obligations and restrictions of confidentiality shall be effective during the term of the Contract, including any extension thereof, and, unless otherwise provided in the Contract, shall remain effective following any termination of the Contract.

5. TRAVEL, MEDICAL CLEARANCE AND SERVICE INCURRED DEATH, INJURY OR ILLNESS: If the Individual contractor is required by UNDP to travel beyond commuting distance from the Individual contractor's usual place of residence, and upon prior written agreement, such travel shall be at the expense of UNDP. Such travel shall be at economy care when by air.

UNDP may require the Individual contractor to submit a Statement of Good Health from a recognized physician prior to commencement of work in any offices or premises of UNDP or before engaging in any travel required by UNDP or connected with the performance of the Contract. The Individual contractor shall provide such a Statement of Good Health as soon as practicable following such request, and prior to engaging in any such travel, and the Individual contractor warrants the accuracy of any such Statement, including, but not limited to, confirmation that the Individual contractor has been fully informed regarding the requirements for inoculations for the country or countries to which travel may be authorized.

In the event of the death, injury or illness of the Individual contractor which is attributable to the performance of services on behalf of UNDP under the terms of the Contract while the Individual contractor is traveling at UNDP expense or is performing any services under the Contract in any offices or premises of UNDP, the Individual contractor or the Individual contractor's dependants, as appropriate, shall be entitled to compensation equivalent to that provided under the UNDP insurance policy, available upon request.

6. PROHIBITION ON ASSIGNMENT; MODIFICATIONS: The Individual contractor may not assign, delegate, transfer, pledge or make any other disposition of the Contract, of any part thereof, or of any of the rights, claims or obligations under the Contract except with the prior written authorization of UNDP, and any attempt to do so shall be null and void. The terms or conditions of any supplemental undertakings, licences or other forms of Contract concerning any goods or services to be provided under the Contract shall not be valid and enforceable against UNDP nor in any way shall constitute an Contract by UNDP thereto, unless any such undertakings, licences or other forms of Contract are the subject of a valid written undertaking by UNDP. No modification or change in the Contract shall be valid and enforceable against UNDP unless provided by means of a valid written amendment to the Contract signed by the Individual contractor and an authorized official or appropriate contracting authority of UNDP.

7. SUBCONTRACTORS: In the event that the Individual contractor requires the services of subcontractors to perform any obligations under the Contract, the Individual contractor shall obtain the prior written approval of UNDP for any such subcontractors. UNDP may, in its sole discretion, reject any proposed subcontractor or require such subcontractor's removal without having to give any justification therefore, and such rejection shall not entitle the Individual contractor to claim any delays in the performance, or to assert any excuses for the non-performance, of any of its obligations under the Contract. The Individual contractor shall be solely responsible for all services and obligations



allow UNDP to have a reasonable opportunity to take protective measures or such other action as may be appropriate before any such disclosure is made. UNDP may disclose Information to the extent as required pursuant to the Charter of the United Nations, resolutions or regulations of the General Assembly or its other governing bodies, or rules promulgated by the Secretary-General. The Recipient shall not be precluded from disclosing Information that is obtained by the Recipient from a third party without restriction, is disclosed by the Discloser to a third party without any obligation of confidentiality, is previously known by the Recipient, or at any time is developed by the Recipient completely independently of any disclosures hereunder. These obligations and restrictions of confidentiality shall be effective during the term of the Contract, including any extension thereof, and, unless otherwise provided in the Contract, shall remain effective following any termination of the Contract.

5. TRAVEL, MEDICAL CLEARANCE AND SERVICE INCURRED DEATH, INJURY OR ILLNESS: If the Individual contractor is required by UNDP to travel beyond commuting distance from the Individual contractor's usual place of residence, and upon prior written agreement, such travel shall be at the expense of UNDP. Such travel shall be at economy care when by air.

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6. PROHIBITION ON ASSIGNMENT; MODIFICATIONS: The Individual contractor may not assign, delegate, transfer, pledge or make any other disposition of the Contract, of any part thereof, or of any of the rights, claims or obligations under the Contract except with the prior written authorization of UNDP, and any attempt to do so shall be null and void. The terms or conditions of any supplemental undertakings, licences or other forms of Contract concerning any goods or services to be provided under the Contract shall not be valid and enforceable against UNDP nor in any way shall constitute an Contract by UNDP thereto, unless any such undertakings, licences or other forms of Contract are the subject of a valid written undertaking by UNDP. No modification or change in the Contract shall be valid and enforceable against UNDP unless provided by means of a valid written amendment to the Contract signed by the Individual contractor and an authorized official or appropriate contracting authority of UNDP.

7. SUBCONTRACTORS: In the event that the Individual contractor requires the services of subcontractors to perform any obligations under the Contract, the Individual contractor shall obtain the prior written approval of UNDP for any such subcontractors. UNDP may, in its sole discretion, reject any proposed subcontractor or require such subcontractor's removal without having to give any justification therefore, and such rejection shall not entitle the Individual contractor to claim any delays in the performance, or to assert any excuses for the non-performance, of any of its obligations under the Contract. The Individual contractor shall be solely responsible for all services and obligations



In the event of and as soon as possible after the occurrence of any cause constituting *force majeure*, the Individual contractor shall give notice and full particulars in writing to UNDP of such occurrence or cause if the Individual contractor is thereby rendered unable, wholly or in part, to perform its obligations and meet its responsibilities under the Contract. The Individual contractor shall also notify UNDP of any other changes in conditions or the occurrence of any event, which interferes or threatens to interfere with its performance of the Contract. Not more than fifteen (15) days following the provision of such notice of *force majeure* or other changes in conditions or occurrence, the Individual contractor shall also submit a statement to UNDP of estimated expenditures that will likely be incurred for the duration of the change in conditions or the event. On receipt of the notice or notices required hereunder, UNDP shall take such action as it considers, in its sole discretion, to be appropriate or necessary in the circumstances, including the granting to the Individual contractor of a reasonable extension of time in which to perform any obligations under the Contract.

Force majeure as used herein means any unforeseeable and irresistible act of nature, any act of war (whether declared or not), invasion, revolution, insurrection, or any other acts of a similar nature or force, *provided that* such acts arise from causes beyond the control and without the fault or negligence of the Individual contractor. The Individual contractor acknowledges and agrees that, with respect to any obligations under the Contract that the Individual contractor must perform in or for any areas in which UNDP is engaged in, preparing to engage in, or disengaging from any peacekeeping, humanitarian or similar operations, any delay or failure to perform such obligations arising from or relating to harsh conditions within such areas or to any incidents of civil unrest occurring in such areas shall not, in and of itself, constitute *force majeure* under the Contract

13. **TERMINATION:** Either party may terminate the Contract, in whole or in part, upon giving written notice to the other party. The period of notice shall be five (5) days in the case of Contracts for a total

period of less than two (2) months and fourteen (14) days in the case of contracts for a longer period. The initiation of conciliation or arbitral proceedings, as provided below, shall not be deemed to be a "cause" for or otherwise to be in itself a termination of the Contract. UNDP may, without prejudice to any other right or remedy available to it, terminate the Contract forthwith in the event that: (a) the Individual contractor is adjudged bankrupt, or is liquidated, or becomes insolvent, applies for moratorium or stay on any payment or repayment obligations, or applies to be declared insolvent; (b) the Individual contractor is granted a moratorium or a stay or is declared insolvent; the Individual contractor makes an assignment for the benefit of one or more of its creditors; (c) a Receiver is appointed on account of the insolvency of the Individual contractor; (d) the Individual contractor offers a settlement in lieu of bankruptcy or receivership; or (e) UNDP reasonably determines that the Individual contractor has become subject to a materially adverse change in its financial condition that threatens to endanger or otherwise substantially affect the ability of the Individual contractor to perform any of its obligations under the Contract.

In the event of any termination of the Contract, upon receipt of notice of termination by UNDP, the Individual contractor shall, except as may be directed by UNDP in the notice of termination or otherwise in writing: (a) take immediate steps to bring the performance of any obligations under the Contract to a close in a prompt and orderly manner, and in doing so, reduce expenses to a minimum; (b) refrain from undertaking any further or additional commitments under the Contract as of and following the date of receipt of such notice; (c) deliver all completed or partially completed plans, drawings, information and other property that, if the Contract had been completed, would be required to be furnished to UNDP thereunder; (d) complete performance of the work not terminated; and (e) take any other action that may be necessary, or that UNDP may direct in writing, for the protection and preservation of any property, whether tangible or intangible, related to the Contract that is in the possession of the Individual contractor and in which



UNDP has or may be reasonably expected to acquire an interest.

In the event of any termination of the Contract, UNDP shall only be liable to pay the Individual contractor compensation on a pro rata basis for no more than the actual amount of work performed to the satisfaction of UNDP in accordance with the requirements of the Contract. Additional costs incurred by UNDP resulting from the termination of the Contract by the Individual contractor may be withheld from any amount otherwise due to the Individual contractor from UNDP..

14. NON-EXCLUSIVITY: UNDP shall have no obligation respecting, and no limitations on, its right to obtain goods of the same kind, quality and quantity, or to obtain any services of the kind described in the Contract, from any other source at any time.

15. TAXATION: Article II, section 7, of the Convention on the Privileges and Immunities of the United Nations provides, *inter alia*, that the United Nations, including its subsidiary organs, is exempt from all direct taxes, except charges for public utility services, and is exempt from customs restrictions, duties and charges of a similar nature in respect of articles imported or exported for its official use. In the event any governmental authority refuses to recognize the exemptions of the United Nations from such taxes, restrictions, duties or charges, the Individual contractor shall immediately consult with UNDP to determine a mutually acceptable procedure. UNDP shall have no liability for taxes, duties or other similar charges payable by the Individual contractor in respect of any amounts paid to the Individual contractor under this Contract, and the Individual contractor acknowledges that UNDP will not issue any statements of earnings to the Individual contractor in respect of any such payments.

16. AUDITS AND INVESTIGATIONS:

Each invoice paid by UNDP shall be subject to a post-payment audit by auditors, whether internal or external, of UNDP or by other authorized and qualified agents of UNDP at any time during the

term of the Contract and for a period of two (2) years following the expiration or prior termination of the Contract. UNDP shall be entitled to a refund from the Individual contractor for any amounts shown by such audits to have been paid by UNDP other than in accordance with the terms and conditions of the Contract.

The Individual contractor acknowledges and agrees that, from time to time, UNDP may conduct investigations relating to any aspect of the Contract or the award thereof, the obligations performed under the Contract, and the operations of the Individual contractor generally relating to performance of the Contract. The right of UNDP to conduct an investigation and the Individual contractor's obligation to comply with such an investigation shall not lapse upon expiration or prior termination of the Contract. The Individual contractor shall provide its full and timely cooperation with any such inspections, post-payment audits or investigations. Such cooperation shall include, but shall not be limited to, the Individual contractor's obligation to make available its personnel and any relevant documentation for such purposes at reasonable times and on reasonable conditions and to grant to UNDP access to the Individual contractor's premises at reasonable times and on reasonable conditions in connection with such access to the Individual contractor's personnel and relevant documentation. The Individual contractor shall require its agents, including, but not limited to, the Individual contractor's attorneys, accountants or other advisers, to reasonably cooperate with any inspections, post-payment audits or investigations carried out by UNDP hereunder.

17. SETTLEMENT OF DISPUTES:

AMICABLE SETTLEMENT: UNDP and the Individual contractor shall use their best efforts to amicably settle any dispute, controversy or claim arising out of the Contract or the breach, termination or invalidity thereof. Where the parties wish to seek such an amicable settlement through conciliation, the conciliation shall take place in accordance with the Conciliation Rules then obtaining of the United Nations Commission on International Trade Law ("UNCITRAL"), or according to such other procedure as may be agreed between the parties in writing.

ARBITRATION: Any dispute, controversy or claim between the parties arising out of the Contract, or the breach, termination, or invalidity thereof, unless



settled amicably, as provided above, shall be referred by either of the parties to arbitration in accordance with the UNCITRAL Arbitration Rules then obtaining. The decisions of the arbitral tribunal shall be based on general principles of international commercial law. For all evidentiary questions, the arbitral tribunal shall be guided by the Supplementary Rules Governing the Presentation and Reception of Evidence in International Commercial Arbitration of the International Bar Association, 28 May 1983 edition. The arbitral tribunal shall be empowered to order the return or destruction of goods or any property, whether tangible or intangible, or of any confidential information provided under the Contract, order the termination of the Contract, or order that any other protective measures be taken with respect to the goods, services or any other property, whether tangible or intangible, or of any confidential information provided under the Contract, as appropriate, all in accordance with the authority of the arbitral tribunal pursuant to Article 26 ("Interim Measures of Protection") and Article 32 ("Form and Effect of the Award") of the UNCITRAL Arbitration Rules. The arbitral tribunal shall have no authority to award punitive damages. In addition, unless otherwise expressly provided in the Contract, the arbitral tribunal shall have no authority to award interest in excess of the London Inter-Bank Offered Rate ("LIBOR") then prevailing, and any such interest shall be simple interest only. The parties shall be bound by any arbitration award rendered as a result of such arbitration as the final adjudication of any such dispute, controversy or claim.

18. PRIVILEGES AND IMMUNITIES: Nothing in or relating to the Contract shall be deemed a waiver, express or implied, of any of the privileges and immunities of the United Nations, including its subsidiary organs.



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Appendix H – Results Framework

Sustainable Development Goals: 16, 10 and 5												
UNSF outcome involving UNDP No. 1: By late 2020, 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												
CPD Output 1.2 ¹⁹ : High National Elections Commission (HNEC) capacity to conduct inclusive, credible and transparent elections enhanced												
ACTIVITIES (MAIN ACTIVITIES OF THE PROJECT)	RESULTS (OUTPUT)	SPECIFIC OBJECTIVE (OUTCOME)	OVERALL OBJECTIVE (IMPACT)	DATA SOURCE	DATA COLLECTION							
					YEAR 2021				YEAR 2022			
					Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4
Activity 1.1: Technical advice and support on inclusive voter registration	Output 1: Planning and implementation of credible election operations including voter registration supported Indicators, for example: # of IT support interventions on voter registration system; # of operational meetings with CCMCE; # of procurements for municipal elections;	Outcome 1: CCMCE operational and planning capacity is improved Indicators, for example: • # of municipal elections organised; • # of municipal elections with accepted results organised; • % of people who think that municipal elections have been held in a credible fashion;	Democratic processes and institutions in Libya are strengthened Risk: Impact of COVID-19, unstable security situation and antagonizing political environment (East-West divide) disrupt the electoral processes.	CCMCE reports on elections with publication of final results / CCMCE website or FB page	x	x	x	x	x	x	x	x
Activity 1.2: Facilitate the procurement of sensitive and non-sensitive election materials				Project Procurement Log and project reports / Project								
Activity 1.3: Support to the overall election operational planning and implementation				Media and national observer reports / CSOs and media websites CCMCE survey / CCMCE website of FB page								

¹⁹ Although the Central Committee for Municipal Council Elections (CCMCE) is not explicitly mentioned in the CPD Output 1.2, it is to be understood as the electoral management body responsible for administering and implementing municipal council elections in Libya.

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	<p>% of electoral materials procured and delivered on time to CCMCE</p> <p>Risk: Voter registration system outdated and civil registry not consistent with residency; establishment of parallel voter registration and parallel process by committee in the East.</p>	<p>Risk: CCMCE not fully equipped with human and financial resources; legal framework for municipal elections contested halting CCMCE preparations; unstable security environment.</p>											
<p>Activity 1.4: Capacity Building for CCMCE</p>	<p># of capacity building/ development trainings organised for CCMCE staff</p> <p># of CCMCE staff trained disaggregated by gender</p> <p>Risk: LEP and CCMCE cannot prioritize on-time and agree on capacity development plan and goals</p>												
<p>Activity 2.1: Facilitate the development and implementation of CCMCE's voter education strategy on the promotion of peaceful, inclusive and credible electoral processes</p>	<p>Output 2: Facilitate democratic participation before and in between elections through voter and civic education / awareness raising activities</p> <p>Indicators, for example:</p>	<p>Outcome 1: Citizens and civil society actors have been informed of electoral processes and local governance institutions</p> <p>Indicators, for example: # of citizens reached by civic and voter education</p>	<p>Citizens are better informed on electoral processes and role of municipal councils</p> <p>Indicators, for example: # of registered voters disaggregated by gender;</p>	<p>CCMCE electoral statistics / CCMCE reports</p>									

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<p>Activity 2.2: Support to and engage with civil society organizations and other electoral stakeholders in support of municipal council elections, peaceful and inclusive electoral processes</p>	<p># of coordination meetings with CCMCE awareness team</p> <p>CCMCE Civic and Voter Education strategy developed;</p> <p>Number of awareness materials produced by the Project disseminated;</p> <p># of grants issued by the Project to CSOs;</p> <p># of CSO trainings organised by the Project;</p> <p>Risk: Limited resources of CCMCE for inclusive awareness raising activities; insufficient knowledge of citizens and civil society actors of local elections and role of municipal councils; impact of COVID-19 on outreach activities.</p>	<p>campaigns disaggregated by gender;</p> <p># of hits on CCMCE website;</p> <p>Risk: Marginalised groups are not sufficiently catered for by the CCMCE; candidate categories not equally represented during electoral campaigns</p>	<p>% of registered voters participating in elections disaggregated by gender;</p> <p>Risk: Limited interest of citizens in local elections and limited resources of civil society actors for awareness activities; impact and limitations of COVID-19 on civic and voter education.</p>									
<p>Activity 2.3: Post-election initiative in support of democratically elected municipal councils to build capacity for inclusive representation & promoting peace and stability in the municipalities</p>	<p># of municipalities trained in communication and outreach;</p> <p>% of council officials responding having benefitted from the trainings</p>											

Evaluation Report

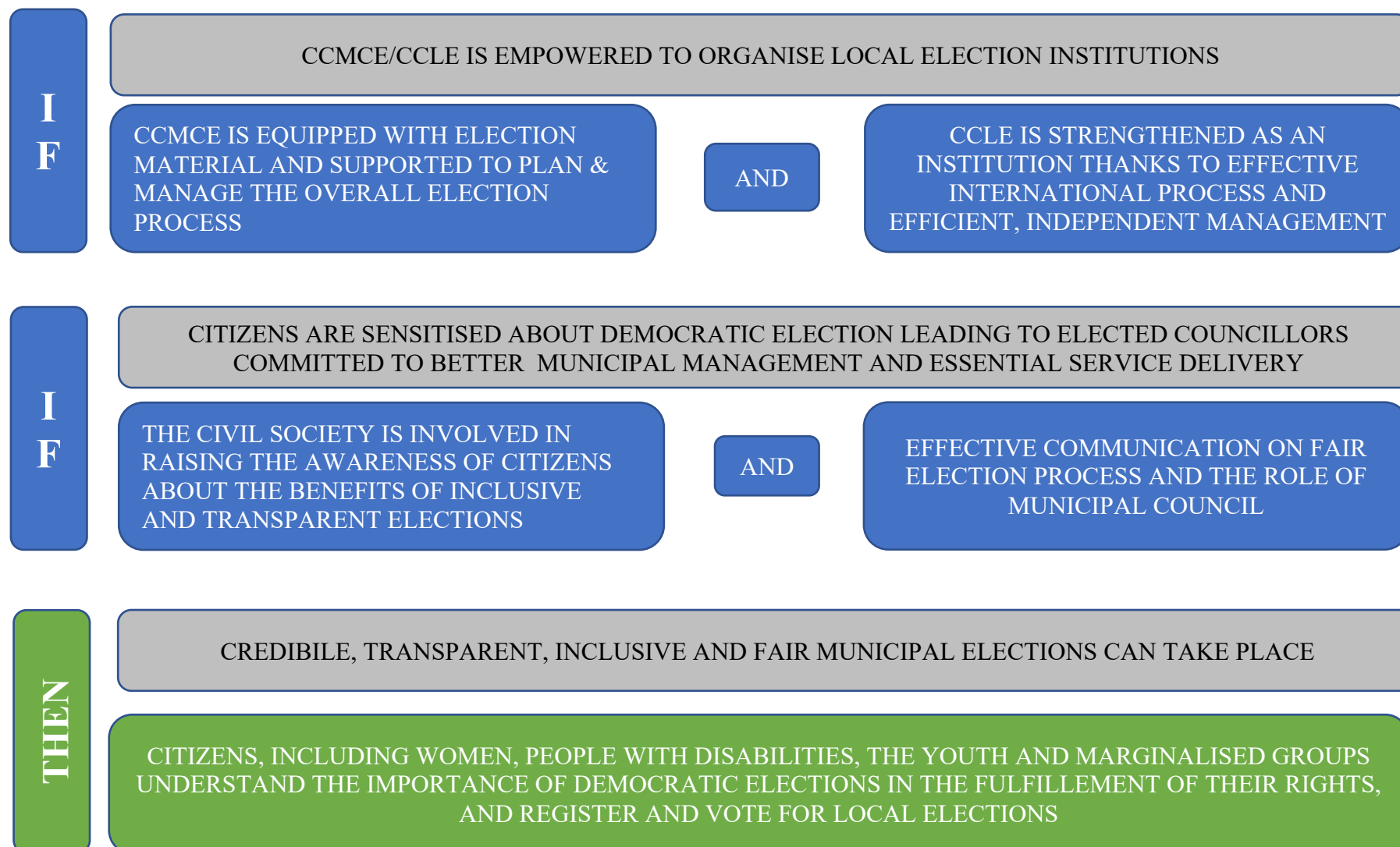
Local Elections Project – UNDP Country Office in Libya

	Risk: Lack of incentive from municipalities to participate in trainings and internet connectivity issues undermine the success of the project											
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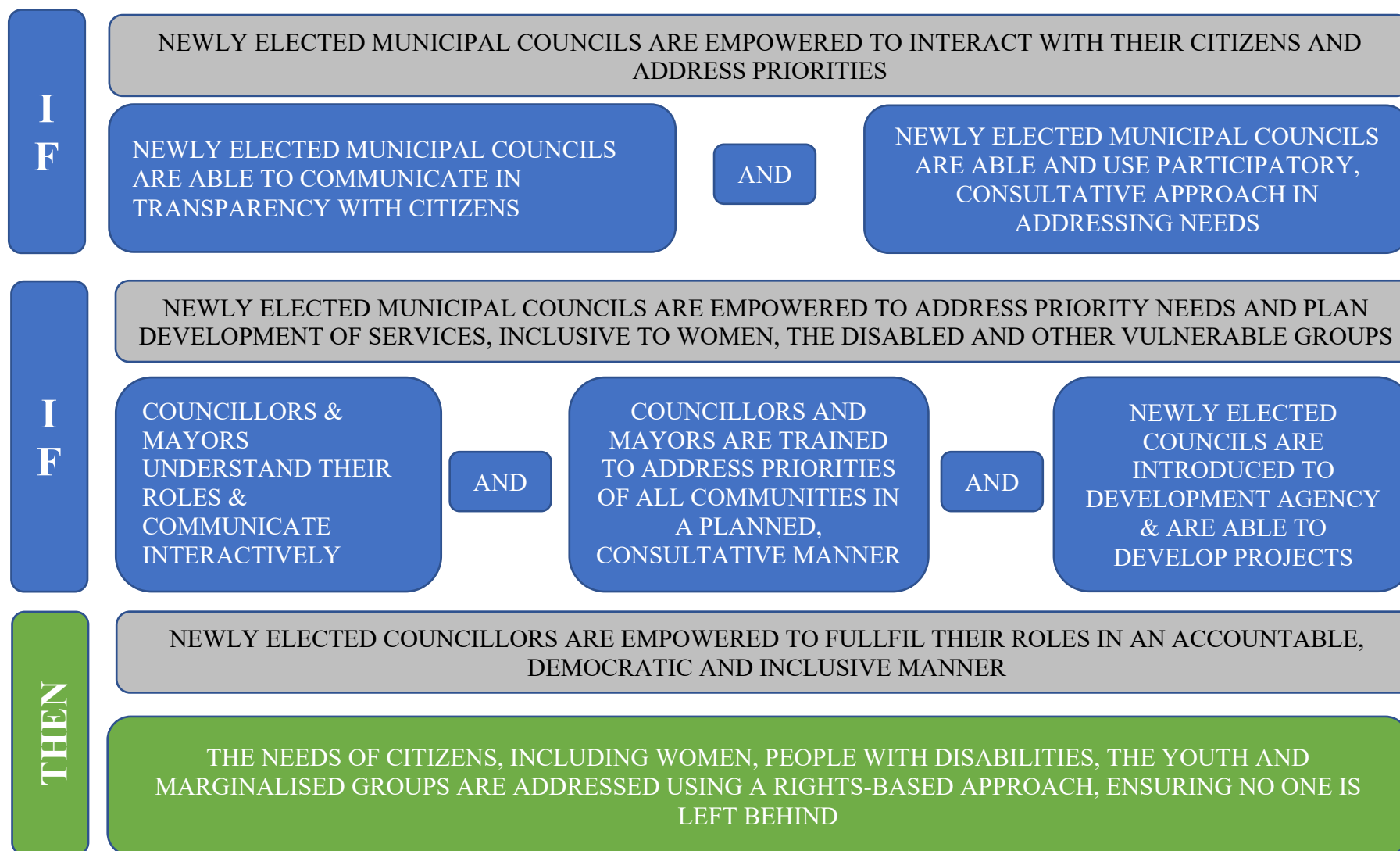
Appendix I – Theory of Change (reconstructed by the evaluation)

Theory of Change of the project

“Local Elections Project- Support to local elections”



“Local Elections Project- Local Governance”



ASSUMPTIONS FORMULATED BY THE

OVERALL ASSUMPTION: THE POLITICAL, SECURITY, LEGISLATIVE CONTEXT DO NOT PREVENT HOLDING MUNICIPAL ELECTIONS

ASSUMPTION 1: THE POLITICAL STALEMATE AT THE NATIONAL LEVEL DOES NOT BLOCK, DIRECTLY OR INDIRECTLY THE ORGANISATION OF LOCAL ELECTIONS

ASSUMPTION 2: THE CCMCE/CCLE ENJOYS THE INDEPENDENCE, THE TECHNICAL, HUMAN AND FINANCIAL CAPACITY AND HAS THE WILLINGNESS TO ORGANISE MUNICIPAL ELECTIONS

ASSUMPTION 3: THE NATIONAL AND LOCAL SECURITY CONTEXT DO NOT PREVENT THE ORGANISATION OF LOCAL ELECTIONS AND THE CCMCE/CCLE, WITH SUPPORT FROM LEP HAS THE CAPACITY TO DO CONFLICT PREVENTION AS PART OF ELECTORAL SECURITY

ASSUMPTION 4: THE CIVIL SOCIETY HAS THE CAPACITY TO RAISE AWARENESS AND MOBILIZE CITIZENS TO REGISTER AND VOTE IN THE MUNICIPAL ELECTIONS

ASSUMPTION 5: ELECTION PROMOTION CAMPAIGNS REACH OUT TO CITIZENS AND CITIZENS ARE INFORMED, AND ARE ABLE TO PARTICIPATE IN MUNICIPAL ELECTIONS IN AN ACCESSIBLE AND INCLUSIVE MANNER