



Final Evaluation:

Strengthening Local Capacities for Resilience and Recovery

(SLCRR Top-up)
Project (ID 00112553)



Authors

Arkadi Toritsyn, Ph.D.,
international consultant

Lubna Albeshari, national
consultant



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Corporate outcome and output	<p>Contributing Outcome (UNDAF/CPD, RPD or GPD): SP Outcome: Strengthening resilience to shocks and crises CPD / UNSF: Inclusive access to public services and economic opportunities</p> <p>Indicative Output(s) with gender marker2: No. 2 Output 1: Local capacities for service delivery strengthened Output 2: Community security and social cohesion increased Output 3: Livelihoods and local economic recovery/development improved</p>
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ACRONYMS

AICS	Agenzia italiana per la cooperazione allo sviluppo, the Italian Agency for Development Cooperation
CSOs	Civil Society Organizations
CO	Country Office
CfW	Cash for Work
DIM	Direct Implementation Modality
DRC	Danish Refugee Council
EA	Evaluability Assessment
EU	European Union
EUTF	European Union - Emergency Trust Fund for Africa
FGD	Focus Group Discussion
HoR	House of Representatives
HR	Human Rights
HRBA	Human Rights Based Approach
IDP	Internally Displaced Persons
IFIs	International Financial Institutions
IOM	International Organization for Migration
IP	Implementing Partner
IR	Inception Report
LNA	Libyan National Army
LNOB	Leave No One Behind
MoLG	Ministry of Local Government
MSME	Micro, Small & Medium Enterprises
M&E	Monitoring and Evaluation
NRC	Norwegian Refugee Council
GDP	Gross Domestic Product
GNA	Government of National Accord
GNU	Government of National Unity
GIZ	Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ) GmbH (English: German Development Cooperation (GIZ))
RF	Results Framework
RBM	Results Based Management
ROM	Results Oriented Monitoring
RRF	Results and Resources Framework

SDGs	Sustainable Development Goals
SLCRR Top-up	Strengthening Local Capacities for Resilience and Recovery
TOC	Theory of Change
TPM	Third-Party monitoring
ToR	Terms of Reference
UN	United Nations
UNDP	United Nations Development Program
UNEG	United Nations Evaluation Group
UNICEF	United Nations International Children's Fund

EXECUTIVE SUMMARY

Context and Background

Libya, with a population nearing 7 million—including over 725,000 migrants from 44 nationalities—has faced significant challenges since the 2011 revolution. Political fragmentation, weakened security, and economic downturns due to reduced oil production have characterized the past decade. Despite a 2020 ceasefire agreement, the country remains divided between the Government of National Unity (GNU) in the west and the House of Representatives (HoR) in the east.

Libya's economy heavily depends on oil and gas, accounting for 97% of exports and 68% of GDP. While GDP grew by 12.6% in 2023 due to sustained oil production, high youth unemployment (51.4%), a weak private sector, and a skewed labor market persist. Municipalities struggle with limited autonomy and resources as the central government fails to provide key public services. Additional challenges include the impact of the COVID-19 pandemic on healthcare, catastrophic flooding in September 2023, and issues related to migrants, refugees, and internally displaced persons (IDPs). Deep geographic, social, and gender inequalities exacerbate the situation, with women facing increased violence and limited economic opportunities.

The SLCRR Top-up Project

Funded by the EU's EUTF-NOA, the SLCRR Top-up Project builds on previous efforts to strengthen local capacities and resilience in Libya. Aligned with UNDP's Country Programme Document for 2023–2025, the Project aims to help local authorities and vulnerable groups address issues arising from conflict and human mobility by enhancing local resilience and recovery mechanisms. The Project has three main outputs:

1. **Enhanced Basic Services:** Targeting vulnerable groups, including IDPs, returnees, migrants, and refugees, by conducting 22 participatory needs assessments and supporting 20 municipalities to improve basic services for 700,000 people.
2. **Social Cohesion and Security:** Enhancing capacities of communities and stakeholders by training 150 municipal staff for improved service delivery, training 200 municipal staff and 250 community members on social cohesion and conflict mediation, and supporting 15 initiatives towards peaceful coexistence.
3. **Economic Opportunities:** Creating employment by supporting 26 start-ups, organizing six apprenticeship programs benefiting 800 people, and creating 800 new jobs.

Implementation and Partnerships

The Project targets 34 municipalities across Libya's west, east, and south regions, including major cities like Tripoli and Benghazi. Implementation involves close cooperation with the Ministry of Local Government (MoLG), municipal councils, MSMEs, civil society organizations (CSOs), and international partners such as UNICEF, IOM, WHO, and GIZ, ensuring alignment with national priorities and synergy between interventions.

Evaluation Scope and Methodology

Covering the period from May 2020 to July 2024, the evaluation assessed the Project's design, relevance, effectiveness, coherence efficiency, sustainability, impact, and approaches to social inclusion. A mixed-method approach was employed, including desk reviews, 54

semi-structured interviews with various stakeholders, two online focus group discussions, a survey of municipal trainings beneficiaries, and site visits to Benghazi, Tripoli, Kikla, and Sebha. Ethical considerations were strictly adhered to throughout the evaluation.

Findings

Design and Relevance

The Project design is well-considered and tailored to Libya's complex socio-political and economic realities. It focuses on empowering municipal authorities and fostering local economic development, crucial in a context marked by poor governance and weak institutions. The participatory approach enhances alignment with local realities and encourages ownership. However, limitations include implicit assumption of sustained external funding and lack of a robust exit strategy that would plan for the gradual withdrawal of donor support and the transition of responsibilities to local authorities. The Project also lacked detailed, customized approaches for certain vulnerable groups, such as migrants and refugees, which affected its overall relevance.

Effectiveness

Despite challenges, the Project successfully achieved most of its planned targets:

- Output 1: Enhanced basic services through 22 participatory needs assessments and 16 civil works projects, benefiting over 720,000 individuals. Improvements included healthcare facilities, sanitation, education infrastructure, and renewable energy installations. Capacity-building initiatives were well-received, however, the interventions were sometimes insufficient in scale to fully address the dire needs in certain municipalities, indicating a need for more substantial and sustained efforts.
- Output 2: Advanced local governance and social cohesion by operationalizing Community Department Units, empowering CSOs, and training over 598 people in peacebuilding and conflict mediation. Initiatives like the "She" Project in Ubari addressed social and legal barriers faced by women. Feedback from participants showed high satisfaction, however, the inclusion of migrants was minimal, indicating a gap in addressing the needs of all vulnerable groups.
- Output 3: Pursued innovative economic empowerment initiatives, creating 705 jobs and supporting 92 start-ups. Initiatives like the TEC+ accelerator, Deraya Entrepreneurship Initiative, and vocational training programs benefited women and youth, fostering entrepreneurial skills and confidence. However, the long-term employment impact, particularly for refugees and migrants, was limited. Logistical delays, such as in the development of the Tripoli business incubator due to land disputes, and a lack of focus on high-potential sectors like agriculture reduced the depth of impact. Cash for Work programs provided only short-term benefits and had limited effectiveness in addressing community needs.

Internal and External Coherence

The project demonstrated internal coherence between Outputs 1 and 2, creating synergies in improving basic services and social cohesion. However, the geographic separation of Output 3 limited potential synergies. Coordination with other partners was commendable, but gaps remained in ensuring effective collaboration, especially at the local level where duplication of capacity-building initiatives was observed. The Project could have enhanced coherence by integrating economic recovery activities within the same communities as other outputs.

Efficiency

The Project efficiently utilized its resources, with strong financial reporting and procurement processes aligned with UNDP rules. However, procurement delays, particularly for Output 3, and high transaction costs raised concerns about overall efficiency. Delays were attributed to external factors like the COVID-19 pandemic and Libya's security situation, but also indicated room for improvement in procurement processes. The high cost per job created under Output 3 suggests the need for rigorous cost-benefit analyses to ensure value for money.

Benefiting from strong and professional management, the Project ensured timely implementation of activities. The staff demonstrated high professionalism and commitment, with local staff being a significant asset due to their understanding of the local context. However, the lack of a dedicated policy and knowledge mobilization capacity limited the translation of successful practices into broader policy advice, which could have enhanced the Project's impact at the national level.

While the project excelled in tracking outputs, it lacked robust outcome-level indicators, hindering the ability to measure long-term impacts, particularly for Output 3 economic initiatives. The monitoring and evaluation framework focused on immediate outputs rather than long-term outcomes like job sustainability and income generation. Third-party monitoring provided valuable feedback but mainly focused on output-level results, limiting insights into the project's broader strategic impact. The Project intends to address this concern by conducting surveys and evaluation focusing on Output 3 beneficiaries.

Sustainability

At the micro level, the Project demonstrated strong sustainability strategies by engaging communities and fostering ownership. Participatory decision-making processes and community involvement in Project implementation enhanced the likelihood of sustained benefits. However, sustainability varied depending on the context, with some communities better equipped to maintain infrastructure and services due to resource limitations and security challenges.

At the macro level, sustainability was mixed due to limited engagement with national decision-makers and political instability. The Project's influence on national policy reforms was constrained, and without adequate financial resources and stable governance structures, the long-term application of skills and knowledge gained through the Project is at risk.

Impact and Outcomes

Immediate impacts were observable in improved basic services and economic empowerment. Positive changes included increased confidence among women and youth to pursue business opportunities, and strengthened local governance. The Project contributed to fostering stability and security within communities by addressing essential needs and enhancing local capacities. However, long-term outcomes were not fully measured, and the sustainability of gains depended on further follow-up and support.

Cross-Cutting Issues: Gender and Vulnerable Groups

The Project made considerable efforts to ensure women's inclusion, promoting gender equality and empowerment. Women's participation in training, business development, and governance activities was significant, transforming some into community leaders. However, social norms and systemic barriers still hindered progress, and the absence of clearly defined gender targets limited the Project's capacity to advance gender equity beyond the output level.

Inclusion of persons with disabilities, migrants, and refugees was inconsistent, highlighting the need for more tailored and impactful strategies. While some migrants and refugees benefited from activities under Output 3, the overall impact on these groups was limited. The project lacked explicit targets for these vulnerable populations, hindering a comprehensive evaluation of its effectiveness in meeting their needs.

Key Lessons Learned

- **Multidimensional, Long-Term Investment:** Building resilience in Libya requires a comprehensive, sustained approach addressing economic, environmental, social, and institutional risks. A more integrated, long-term strategy is essential for sustainable development, reducing the need for distinct project phases.

- **Community-Level Monitoring and Inclusivity:** Continuous monitoring of local realities and adherence to principles like "Do No Harm" and "Leave No One Behind" are critical for successful interventions and ensuring inclusivity for vulnerable groups.
- **Innovation and Knowledge Management:** As UNDP's work becomes more complex, innovation, behavior change strategies, and effective knowledge management are crucial. Documenting and applying insights from past experiences will help sustain impact and improve programmatic approaches.
- **Coordination Among Development Partners:** Effective coordination with international donors is critical, especially as the focus shifts towards economic development and governance improvements. Harmonizing efforts and aligning priorities can achieve more sustainable results.
- **Tailored Interventions for Vulnerable Groups:** Programs must be customized to meet the specific needs of women, youth, persons with disabilities, and migrants, promoting inclusivity while maintaining community stability.

Key Recommendations

1. **Implement Area-Based Development:** UNDP should focus on comprehensive, community-level interventions targeting vulnerable populations. Enhanced coordination with development partners is vital for ensuring long-term resilience and maximizing the impact of local initiatives.
2. **Enhance Knowledge Management and Policy Advice:** UNDP should systematically document and leverage knowledge from local interventions to inform national policy. This includes advocating for decentralization, economic development, and practical capacity-building for local authorities.
3. **Empower Women as Agents of Change:** Future programs should emphasize women's role as leaders in community development, setting specific gender targets and including a full-time gender specialist to ensure gender equality and empowerment.
4. **Revise the M&E Framework:** The Project's monitoring and evaluation system should better capture long-term impacts, such as job sustainability and income generation, while aligning with knowledge management efforts to support policy advice and national development strategies.

EVALUATION REPORT STRUCTURE

This report presents the findings of an independent evaluation of the United Nations Development Programme (UNDP) Country Office in Libya's "Strengthening Local Capacities for Resilience and Recovery (SLCRR Top-up) Project. The Project is funded from the North of Africa Window of the European Union Emergency Trust Fund for stability and addressing root causes of irregular migration and displaced persons in Africa (EUTF – NOA), and it is a top-up to the original project "Strengthening Local Capacities and Resilience in Libya" agreement.

The evaluation report explains the context and methodology of the evaluation, contains findings, offers conclusions and lessons learned, and provide recommendations. Chapters one and two present the country context, including a high-level overview of Libya's political, economic, and security developments over 2020-2024, and contain a high level Project overview. Chapters three and four discuss the evaluation's objectives, scope, criteria and intended audience and the final report users. Annexes include a wide range of documents referenced throughout the report, including the evaluation Terms of Reference (TOR), evaluation matrix, stakeholder analysis, bibliography, a list of key informants, questionnaires, and other documents.

1 INTRODUCTION

Libya, with its 6,946,170 population,¹ including 725,304 migrants from 44 nationalities,² refugees, and asylum seekers, has been grappling with significant challenges since the 2011 revolution. The fall of the authoritarian regime led to political fragmentation, weakened security, and an economic downturn, primarily due to reduced oil production.

Libya is divided into three historical regions, as Figure 1 below presents: Tripolitania in the west, Cyrenaica in the east, and Fezzan in the south. Tripolitania, where the capital Tripoli is located, is the most developed and densely populated, benefiting from political influence and economic activities centred around the oil industry. Cyrenaica, home to the rival government and the city of Benghazi, has experienced significant conflict, leading to infrastructure damage and economic instability despite its oil wealth. Fezzan, the least developed and sparsely populated region, faces extreme poverty, limited access to services and is often

neglected in national policies.

Over the past three years, Libya's political situation has been marked by ongoing instability and fragmentation. The country has remained divided between rival administrations: the Government of National Unity (GNU) in the west, led by Prime Minister Abdul Hamid Dbeibeh, and the House of Representatives (HoR) in the east, supported by the Libyan National Army (LNA) under General Khalifa Haftar. Efforts to unify the country and hold elections have faced numerous setbacks, including disagreements over electoral laws and the eligibility of candidates, leading to repeated delays in the planned national elections. Despite the 2020 ceasefire agreement and subsequent UN-led peace talks, the country continues to grapple with sporadic violence, economic challenges, and humanitarian issues, with international actors playing a significant role in attempting to mediate and stabilise the situation.³ **Despite the challenging security situation over the previous decade, conflict events' frequency and intensity remain contained compared with the pre-2021 conflict period.**



Figure 1. Map of Libya

Source: United Nations support Mission in Libya

¹ [World Population Review, 2024](#)

² IOM, Libya, [Libya – Migrant Report 52 \(March-May 2024\)](#)

³ International Crisis Group, [Libya, 2024](#)

Libya's economy is heavily dependent on oil and gas, which constitute 97% of exports, more than 90% of fiscal revenues, and 68% of GDP. In 2023, as the country recovered from the 2022 recession, GDP grew 12.6%, thanks to sustained oil production made possible by the improved security situation. On the demand side, growth remained driven by private consumption and exports. The inflation rate fell to 2.4% in 2023 as domestic supply chains improved.⁴ Fiscal management is critical as the government seeks to balance current spending with investments in critical infrastructure and social services.⁵

The inability of Libya's central government to provide key public services has increased the burden on municipalities to fill service delivery gaps. Since 2011, living conditions, including access to clean water, healthcare, and housing, have worsened. **Local authorities, especially municipalities, have taken on the responsibilities for essential services, security, and justice, often collaborating with tribal structures, government bodies, and the private sector.** However, their efforts are hampered by limited autonomy, technical capacity, and financial resources. Over the past four years, Libya has made efforts to advance decentralisation despite ongoing political instability. These initiatives aimed to transfer certain powers from the central government to local authorities to improve public services and development.⁶ Fiscal transfers were introduced to empower municipal councils and strengthen local governance, addressing regional disparities. However, the success of decentralisation remains uneven and largely dependent on local conditions.

The challenges of local economic development have been further complicated by catastrophic flooding in September 2023, caused by Storm Daniel, which had a devastating impact, particularly in eastern regions like Derna. Over 4,000 lives were lost, with more than 10,000 people reported missing. The floods also destroyed 25% of Derna due to dam failures, displacing thousands and severely damaging essential infrastructure, including schools, healthcare facilities, and water supply systems.⁷ The UN partners have been actively involved in early recovery efforts, focusing on restoring basic services and providing vital supplies like safe drinking water, medical essentials, and psychosocial support to affected communities. Recovery and reconstruction is estimated at \$1.8 billion.⁸

The COVID-19 pandemic severely negatively affected Libya. The cases were likely underreported due to limited testing capabilities and a strained healthcare system. The pandemic strained an already fragile health infrastructure with shortages of medical supplies, healthcare personnel, and essential resources. The conflict disrupted efforts to combat the virus effectively, impeding the distribution of vaccines and hindering public health campaigns. The COVID-19 pandemic has also negatively impacted food supply chains and food trade.

Libya's strong legacy of high public sector employment⁹ distorts the youth labour market by encouraging higher education that aligns poorly with private sector needs. Libya's labour market is heavily skewed towards public sector employment, accounting for approximately 85% of the workforce, leaving the private sector relatively underdeveloped and contributing only around 14% of jobs.¹⁰ This has led to a significant skills mismatch, with youth unemployment at approximately 51.4%, one of the highest of any country in the world.¹¹ This is attributed to a weak private sector, limited economic diversification, and a competitive job market dominated by the public and informal sectors.

⁴ AFDB, [Libya Economic Outlook, 2024](#)

⁵ [World Bank in Libya, 2023](#)

⁶ GIZ, [Promoting decentralization in Libya, 2024](#)

⁷ Britannica, [Libya flooding of 2023](#)

⁸ [Libya: Storm and Flooding 2023 - Rapid Damage and Needs Assessment, 2024](#)

⁹ European Training Foundation, *Labour Market and Employment Policy in Libya*, 2014

¹⁰ Islamic Development Bank (IsDB), "The Road from Conflict to Reconstruction, Recovery and Resilience in the Mena Region", 2021

¹¹ UNICEF, [Employability Study for Youth and Adolescents in Libya, 2023](#)

For decades, the Libyan economy has relied on migrant labour, mainly from neighbouring Egypt and the bordering countries of Sub-Saharan Africa. These workers have filled crucial roles across various sectors. Currently, migrant workers are vital to Libya's economy, filling labour gaps in sectors like hospitality, construction, and domestic work.¹² Since 2014, transiting migrants – primarily from East and West Africa – have continued to exploit its political instability and fragmented control over the territory and borders and use it as a primary departure area to migrate across the central Mediterranean to Europe in growing numbers. The primary nationalities among these migrants are from Niger, Egypt, Sudan, Chad, and Nigeria. The situation is exacerbated by frequent human rights violations, including detention and abuse of migrants.¹³

Internal displacement remains a pressing issue in Libya, with 125,802 individuals identified as internally displaced persons (IDPs).¹⁴ Some groups, such as the Tawergha community, face additional barriers to return, allegedly due to retaliation for their perceived support of Gaddafi.

Amid Libya's political and economic challenges, certain groups, including IDPs, migrants, and refugees, faced distinct exclusions and required urgent aid, services, and job access. Vulnerabilities, such as sexual violence and detention in harsh conditions, were exacerbated for those lacking local connections. Efforts to assist were often hindered by resource limitations and societal resistance, with most support coming from civil society and international organisations.

Libya is marked by deep geographic, social, and gender inequalities, which the ongoing conflict has exacerbated, increasing instances of violence against women, including domestic violence and human trafficking, with limited legal protection.¹⁵ In 2023, women made up 35.9% of the workforce, according to the World Bank.¹⁶ While technical and vocational education plays a key role in equipping the workforce, societal norms push girls toward roles in education, healthcare and office supports and boys toward fields with more income potential such as engineering.¹⁷ Women dominate sectors such as education, healthcare, and administration, but there is a gradual shift toward private sector opportunities, with more women entering areas like private education, fashion, beauty, and catering. Despite their significant role in households, decision-making at the household and community levels remains largely male-dominated. However, Libyan women have demonstrated resilience through activism and civil society participation. A 2024 UN survey revealed that including women in political leadership enhances both political and economic conditions, with calls for more female role models to inspire change and ensure equal opportunities for women to lead.¹⁸

2 DESCRIPTION OF THE INTERVENTION

The object of the evaluation is the SLCRR Top-up Project, funded from the North of Africa Window of the European Union Emergency Trust Fund for stability and addressing root causes of irregular migration and displaced persons in Africa (EUTF – NOA). It is a top-up to the action "Strengthening Local Capacities and Resilience in Libya" agreement.

¹² FES, [Navigating hardships: Migrant economic realities in Libya, 2024](#)

¹³ International Organization for Migration (IOM), [Mission Overview, 2024](#)

¹⁴ International Organization for Migration (IOM), [Mission Overview, 2024](#)

¹⁵ OHCHR, Libya: [Alarming levels of violence against women and girls must end, says UN expert](#), 2022

¹⁶ World Bank, World Development Indicators database. Estimates are based on data obtained from International Labour Organization and United Nations Population Division, [Labour force, female \(% of total labour force\), Libya, 2023](#)

¹⁷ European Training Foundation, Vocational education and training in Libya, Facts and figures, 2020

¹⁸ UN Libya, [Libyan Women want Equality and Capacity Building Support](#), 2024

The Project is supportive of UNDP's Country Programme Document (CPD) for 2023 – 2025, specifically, Outcome 3: 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.¹⁹

The Project focuses on aiding local authorities and vulnerable groups in Libya to tackle issues arising from conflict and human mobility by boosting local resilience and recovery mechanisms. This initiative seeks to enhance living conditions and resilience among vulnerable populations, especially in areas heavily affected by migration and conflict. It aligns with UNDP Libya's Country Programme, the UN Common Country Analysis, which in Libya is named the UN Joint Country Assessment, European Commission priorities on Central Mediterranean migration, and several Sustainable Development Goals (SDGs),²⁰ aiming to reduce poverty and inequalities and build resilient societies.

The Project is built around three outputs:

1. Enhanced provision of basic services at the local level targeting the most vulnerable groups, including Internally Displaced Populations (IDPs), returnees, migrants, and refugees.
2. Capacities of target communities and local stakeholders enhanced towards social cohesion, community security and rule of law.
3. Employment opportunities created and individuals supported to develop economic income generating activities.

The Project targets two main types of areas in Libya: highly populated regions most impacted by migratory flows, building on prior successful engagements with municipalities, and vulnerable municipalities that have not previously received donor funding. These areas are selected based on criteria such as exclusion from donor funding, population size, newly elected councils, and economic potential. The Project is being implemented across 34 municipalities in the west, east, and south of Libya, including cities such as Tripoli, Benghazi, Sebha, and others. Specific interventions are coordinated with the MoLG and other technical government bodies to ensure alignment with national priorities

This Project is implemented in close cooperation with the Ministry of Local Government (MoLG), targeted municipalities and local and international partners. The expected results include:

- 22 needs assessments based on a participatory approach conducted to identify priorities for enhancing basic services;
- 20 municipalities supported to improve their basic services, and 700,000 people in targeted municipalities with access to basic services;
- 150 municipal staff with enhanced skills for improved service delivery;
- 200 municipal staff and 250 community members trained on social cohesion, community security and conflict mediation;
- 15 local activities/ initiatives supported towards peaceful coexistence, community security and social cohesion;
- 3 community security infrastructure constructed/rehabilitated;
- 5 local economic assessments conducted to identify relevant economic interventions in targeted municipalities;
- 26 start-ups and small businesses supported/created;
- 6 apprenticeship programmes organised in partnership with private sector companies, and 800 people benefiting from apprenticeship programmes; and

¹⁹ T05-EUTF-NOA-LY-09/ T05.1253, Annex I – Description of the Action Project Title: Strengthening Local Capacities for Resilience and Recovery (SLCRR Top-up), Start Date: 1st May 2020, End Date: 30 December 2024

²⁰ Specific SDGs to which the project contributes are covered under Finding 4.

- 800 new jobs created.

The Project collaborates with various national and international partners to ensure effective implementation. Key national partners include the MoLG, municipal councils, Micro, Small, and Medium Enterprises (MSMEs), Civil Society Organizations (CSOs), and several line ministries such as the Ministry of Labour, Ministry of Interior, Ministry of Education, and Ministry of Health. Internationally, the UNDP works with partners such as the United Nations International Children's Fund (UNICEF), the International Organization for Migration (IOM), the World Health Organization (WHO), the German Agency for International Cooperation (GIZ), the Italian Agency for Development Cooperation (AICS), and the United States Agency for International Development (USAID). These partnerships operate through mechanisms like the Local Governance and Livelihoods Working Groups, along with the European Union (EU)-led Local Level Implementers Forum, to ensure synergy between interventions.

3 EVALUATION SCOPE AND OBJECTIVES

3.1 Evaluation scope

The scope of the evaluation is consistent with the evaluation TOR available in [Annex 1](#). The questions from the TOR have not been revised during the evaluation process. All questions remained as originally designed, and no modifications were made. The geographic locations covered within the scope of the evaluation include the municipalities that benefitted from the Project support listed above. The ET covered three Project components for the entire Project duration (May 2020 to July 2024).

3.2 Evaluation objectives

The evaluation aims to assess the validity of the UNDP SLCRR (Top-up) Project design, including TOC, as well as the Project's relevance, effectiveness, efficiency, sustainability, impact and approaches to social inclusion during implementation. The evaluation assesses the intended and unintended outputs, outcomes and impact of the Project on the target communities. Further information on the parameters of the evaluation can be found in [Annex 1](#).

It should be noted that the SLCRR Top-up Project is Phase 3 of the broader SLCRR Project. Phase 1 focused on 12 municipalities, building coordination mechanisms and fostering partnerships for youth empowerment and job creation through community engagement and the restoration of public spaces. Phase 2 expanded to 20 municipalities, improving basic services for vulnerable groups like IDPs and migrants while enhancing social cohesion. Phase 3, covering 33 municipalities, continued to address service delivery, livelihood opportunities, and resilience, particularly in areas affected by migratory flows and COVID-19. Phase 4, targeting 14 municipalities, focused on long-term economic development and infrastructure improvements in Southern Libya, with an emphasis on social cohesion and sustainable development.

Expected users and partners in conducting the evaluation. Different stakeholders may use the information generated by the evaluation to contribute to building the evidence base on effective strategies to address diverse challenges. Primary evaluation users include UNDP Country Office in Libya, Project management and staff, EU, MoLG, other international partners, and the national stakeholders, including community leaders and civil society organisations (CSOs). The evaluation is expected to produce actionable recommendations that will be formulated in a participatory manner for programmatic improvements and to maximise ownership by partners in the country of achievements brought up by the Project. A more detailed stakeholder analysis is presented in [Annex 2](#).

According to the TOR, the evaluation examined the Project's relevance, coherence, effectiveness, efficiency, impact, and sustainability. The evaluation also examined cross-cutting evaluation criteria such as gender equality, women's empowerment, conflict

sensitivity, and disability, as presented in Table 1 below. The ET also focused on developing lessons learned to inform future UNDP programming. Data collection methods are presented in [Annex 4](#). The final evaluation of the Project covers the period from its starting date up to the date of the evaluation (May 2020-July 2024). The major Project results for all three objectives were covered, focusing on long-term outcomes. Geographically, the evaluation covered all municipalities that benefitted from the Project support.

The evaluation combined Results-Based Management with a Human Rights Based Approach (HRBA) to programming and evaluation. The HRBA was guided by five core principles: normativity, participation, non-discrimination, accountability and transparency. The evaluation explored if and how the most vulnerable and marginalised part of the Libya population (indigenous populations, unemployed or underemployed/ poor, Libyans with undetermined legal status, etc.) have benefitted from the Project. Gender analysis, including gender-disaggregated data, was incorporated into the evaluation where possible. In particular, the evaluation examined if and how gender equality and women's empowerment have been addressed in the Project's design, implementation and monitoring and if its results promoted positive changes in gender equality and women's empowerment. The evaluation examined whether the needs of people with disabilities were reflected in the project design and its implementation.

3.3 Evaluation criteria

Table 1 below presents the evaluation criteria for this evaluation, with a detailed description of how they were addressed.

Table 1. Evaluation criteria for the Project under evaluation

Relevance	The relevance of the Project activities to address key challenges as identified by the Project document and degree of alignment with the UNDP Strategic Plan and SDGs. The evaluation examined how the Project correctly identified key priorities and requirements of beneficiaries such as women, migrants, and IDPs and challenges to strengthen their resilience. The ET assessed if the Project delivery modalities are relevant to the diverse needs of beneficiaries. The ET analysed the extent and nature of stakeholders and beneficiaries' involvement in the Project's design and implementation. Particular attention was paid to assessing the Project's operationalisation of 'Leave no one behind,' including for women, migrants, IDPs and other vulnerable people targeted by the Project and their perceptions. Relevance was assessed against the "Leave no one behind' principle. Potential unaddressed gaps and missed opportunities were identified.
Effectiveness	The extent to which the expected changes intended by the Project have been realised and whether a Project contribution has been demonstrated. As some activities of the Project were implemented in the realities of the changing and challenging political and security context of Libya and the COVID-19 pandemic, the ET has assessed the degree of Project flexibility to timely and adequately respond to these challenges, achieve results, and highlight any innovative responses. The evaluation considered whether the Project employed the best mix of core roles, designed to complement the efforts of other partners and the aspects that should be enhanced to ensure better Project effectiveness and efficiency. As this is the final evaluation, the ET assessed if the Project has achieved its expected outputs and outcomes by the Project's planned end date. The ET focused on assessing the Project's experience in implementing area-based development and contribution to improving the livelihood of targeted most vulnerable beneficiaries and communities.
Coherence	Coherence was assessed by examining if the Project achieved synergies by collaborating with other partners. The ET evaluated if the Project was complementing and not duplicating UNDP work in local development (internal coherence) and interventions by other relevant national or international actors (external coherence).
Efficiency	The evaluation assessed if the Project utilised any efficiency-optimising strategies and if it operated efficiently. It broadly comments on the resource allocation under the Project and their deployment relative to the results generated. The evaluation assessed if the Project

	governance and management arrangements efficiently generated the expected results and explored M&E systems and their role in Project management. Other efficiency aspects such as Project and budget management, adherence to the timelines and quality of reporting, staffing, planning and coordination were also examined.
Impact	The evaluation examined how the Project interventions enhanced capacities for all three outputs at the individual and institutional levels. As the engagement of diverse stakeholders is a significant factor in increasing Project impact and one of its potential impacts, the evaluation assessed whether participatory approaches were effectively utilised and whether local authorities became more inclusive.
Sustainability	The evaluation analysed the sustainability of political, security, and social risks related to the Project's results. Some dimensions of sustainability that were assessed included the presence of the Project's appropriate sustainability and exit strategy and the extent of national and local authorities' political and budget commitment to advancing key Project results and development outcomes. The ET examined the Project's contingency planning/risk mitigation strategies. The assessment of Project sustainability was conducted for key stakeholders and beneficiaries.
Cross-cutting criteria (Gender equality, women's empowerment, conflict sensitivity and disability)	The evaluation embedded cross-cutting criteria in evaluation questions throughout the evaluation process. The evaluation combined Results-Based Management with an HRBA for programming and evaluation. The evaluation assessed the Project's integration of gender equality and women's empowerment, conflict sensitivity, disability inclusion, and adherence to human rights principles, particularly the 'Leave No One Behind' agenda. It examined the extent to which gender and empowerment objectives were incorporated and achieved, including any unintended impacts. The evaluation investigated the Project's conflict-sensitive approach and its effects on peace and conflict dynamics. Furthermore, it evaluated how the Project addressed the needs of people with disabilities and the inclusivity of research and monitoring efforts towards capturing the experiences of the most vulnerable and marginalised groups in Libya.

A performance ratings scale was not used, as per the ToR. The ET has provided a rich context-informed analysis of the Project's results.

3.4 Evaluation questions

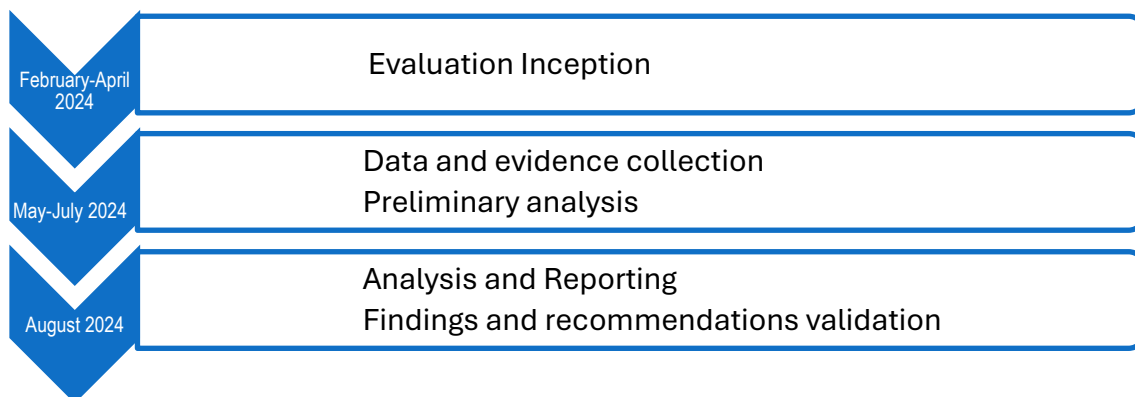
The objective of this evaluation is complex. It covers extensive community-tailored basic services improvements and capacity-building interventions implemented in highly unpredictable and challenging environments. **A comprehensive evaluation matrix has been developed to answer them** as the main analytical framework against which data was gathered and analysed (see [Annex 3](#) for the evaluation matrix). The evaluation matrix links evaluation questions with data sources, methods of data collection and tentative judgement criteria used. The indicators and methods included in the evaluation matrix allowed triangulation. The ET used the triangulation of data sources (collecting data from different groups of respondents independently) and triangulating data collection methods (each assessment question includes at least two and, most often, three data collection methods, as seen in the evaluation matrix). The data analysis only considered the findings confirmed simultaneously through several data sources.

4 EVALUATION APPROACH AND METHODS

The evaluation included three key phases, as presented in Figure 2 and discussed in greater detail below. The evaluation followed UNDP's Evaluation Guidelines.²¹

Figure 2. Evaluation Process

²¹ UNDP Evaluation Guidelines, 2021



At the evaluation's inception, the ET conducted a number of kick-off calls with UNDP CO, the Project management, and the team. The meetings clarified UNDP expectations and ensured that the ET was fully aware of the parameters of the final deliverables. The ET also obtained key information about the background of the object of evaluation, in particular, the political, economic and security situation in Libya.

The ET undertook a light Evaluability Assessment (EA) to inform the scope, timing, key questions and steps towards the evaluation. The EA examined the TOR evaluation questions, the Project document, its logic, and the associated outputs, outcomes, and indicators to determine the type of information that could be obtained from secondary sources and the areas that require primary data collection. The Inception phase resulted in the Inception Report (IR), which included the methodology, a detailed work plan, a comprehensive set of the proposed data collection and evaluation tools, and a suggested outline of the final evaluation report.

The evaluation used a theory-based contribution approach to analyse pathways linking Project activities and outputs with expected outcomes and impacts. The evaluation employed a mixed-method approach to collect quantitative and qualitative comprehensive, accurate and measurable disaggregated data that was triangulated and analysed to produce evidence-based findings and recommendations to meet the TOR expectations. Used together, the tools allowed to increase the accuracy of information, address the gaps identified through the EA and ensure that a diversity of perspectives were captured in the evaluation report. Data and evidence collection methods and tools were designed to cover the identified information needs and ensure the required level of information needed to answer the evaluation questions in relation to the various units of analysis.

The methods discussed below utilise the best mix of data-gathering tools to yield the most reliable and valid answers to the TOR questions. Data collection tools are presented in [Annex 4](#). **The methods used in this evaluation are very diverse** and include situational and contextual analyses; structured desk analysis of Project design, documenting of its actual and projected results; application and testing of the revised Theory of Change (ToC); data collection and analysis from Project Monitoring & Evaluation (M&E) systems; contribution analysis to examine factors which promoted or impeded the progress against intended results and others. **The core methods used** are discussed in detail below.

- **A desk review:** For purposes of this evaluation, the Project created a OneDrive folder with all the relevant information. The ET has reviewed all the relevant Project documents, reports of previous evaluations, financial documents, research and studies, government strategies and policies and legal documents, primary and secondary data reports and performed initial validation of resources and final definition of the scope for the evaluation. It helped to identify additional sources of secondary data and specific methodological difficulties that may be encountered through the evaluation process. The desk review informed the EA and uncovered sources of usable secondary data (e.g., independent results validations), thus lessening the need to collect primary data. The desk review also helped to identify those areas where primary data was needed to

complement limitations in terms of quality and availability of secondary data. The bibliography can be found in [Annex 5](#).

- **Interviews:** The ET conducted 54 (33 males/27 females) semi-structured online interviews with a diverse range of partners, such as Government officials, mayors/municipalities, CSOs, and business support development and evaluation partners. The meetings were conducted via Zoom and MS Teams. This method has been selected to obtain diverse perspectives, including expert and non-expert, beneficiaries and partners. Through interviews, the ET explored the relevance, effectiveness, efficiency, sustainability and impact of the Project. As the interventions implemented by the Project were too complex and diverse, the interviews were different, and hence, the key informant interview guides were not developed. See [Annex 6](#) for a semi-structured interview guide, questionnaires and a list of key informants interviewed. The interviews with migrants were not conducted due to a very limited number of these individuals supported by the Project and sensitivities on the ground.
- **Focus Group Discussions (FGD).** The national consultant conducted two online FGDs. One FGD focused on the livelihood component beneficiaries, and another covered CSOs that partnered with the Project. A few participants were asked to answer a set of targeted questions. The consultant encouraged the participation of all individuals invited and kept a neutral appearance throughout the focus group discussion. Focus group participants could agree or disagree with each other, revealing different perspectives on an issue and allowing the collection of a range of opinions and ideas. The results of focus groups were recorded and analysed. As some individuals could not participate in FGD due to telephone connection or personal matters, the ET ensured content representation by conducting follow-up interviews with individuals who were unable to join the FGDs. This allowed the evaluation team to capture their perspectives, ensuring that all relevant stakeholder voices were heard. Further details on FGDs can be found in [Annex 7](#).
- **Survey of all 114 training beneficiaries.** Its main objective was to assess the long-term results of various trainings provided to understand better the prevailing conditions, perceptions, knowledge, skills, and behaviours of the targeted beneficiaries. The questionnaire included close-ended and open-ended questions. To avoid duplication and minimise administrative burden, the same individuals were not asked to complete the survey and participate in FGD or semi-structured interviews. The survey was conducted in compliance with both ethical and human rights standards. Survey procedures were designed to protect participants' privacy, allowing anonymity and voluntary participation. Participation in the surveys was voluntary. A total of 63 responses were collected (41 males /22 females), representing a 60% response rate. The survey questions covered various aspects of the program, including curriculum, delivery, and overall satisfaction. Technical tools and questions for the survey are presented in [Annex 8](#).
- **Observations.** The national consultant visited Benghazi, Tripoli, Kikla, and Sebha as these locations were accessible due to security considerations and were representative of the Project's target audiences. Observations of selected beneficiaries and interviews were conducted to obtain valuable insights into the project's context, dynamics, and outcomes, validating findings from the desk review. Questionnaires for site visits are provided in [Annex 9](#).

The sampling approach for interviews and FGDs employed a purposive and random selection strategy to ensure a balanced and representative analysis of key stakeholders. Purposive sampling focused on identifying key informants based on specific criteria such as the representation of supported municipalities, beneficiaries, government and non-government partners, businesses, and individuals who benefited from the Project. To complement purposive sampling, random selection was used to choose key informants from targeted cities and municipalities, balancing geographic distribution and varying levels of Project support. The sampling ensured that women, IDPs, and returnees were included in the evaluation, providing a holistic perspective on the Project's effectiveness across different

demographics. For the survey, no sampling was employed, as all beneficiaries of the municipality trainings were approached to participate. This ensured comprehensive representation of the project locations, outputs, and gender distribution among beneficiaries.

The evaluation followed UNDP guidance on data analysis, utilizing both qualitative and quantitative methods. Data from documentation and interviews were systematically coded and cross-referenced against the evaluation framework. **The primary method applied was thematic analysis of qualitative data**, allowing the ET to identify and examine key trends and themes. Where feasible, quantitative data on outputs and budget/expenditures were integrated to complement the qualitative findings.

Triangulation was a core data analysis tool for ensuring the credibility and reliability of findings. It involved cross-referencing data from different sources, such as Project reports, interviews, FGD, and survey, to verify consistency and identify discrepancies. The evaluation also utilized a combination of confirmatory, exploratory, and forward-looking analyses. This multi-faceted approach allowed the ET to not only assess the extent to which Project goals were met but also to explore unexpected outcomes and identify strategies for future effectiveness. Additionally, ongoing gap assessments ensured that any missing data or information was actively pursued by liaising with UNDP and stakeholders, ensuring a robust and data-driven evaluation process

The ET adopted a comprehensive gender-sensitive and socially inclusive approach, ensuring that gender equality, disability, and vulnerability considerations were embedded throughout the evaluation process. This was achieved by systematically integrating gender-disaggregated data to assess the differential impacts on men and women. In particular, purposive sampling methods were employed to ensure that vulnerable groups—including women, persons with disabilities, IDPs, and returnees—were adequately represented, allowing for a diverse range of experiences to be captured. While the ET made efforts to include perspectives from persons with disabilities, the limited number of beneficiaries in this group posed challenges in ensuring a fully representative sample. During data collection, the ET developed semi-structured interviews and survey instruments that incorporated questions specifically addressing gender dynamics and women’s experiences. This approach enabled a more nuanced understanding of the Project’s impacts on women and vulnerable groups. In the data analysis phase, a gender lens was applied, critically evaluating the Project’s effectiveness in addressing systemic barriers and inequalities.

The ET has identified several methodological limitations, including challenging security and political environments that restricted opportunities for open dialogue with the Project beneficiaries. Methodological limitations and corresponding mitigation strategies are listed in Table 2 below.

Table 2. Methodological Limitations to Evaluation and Mitigation Strategies Implemented

Methodological Limitations	Likelihood	Impact	Mitigation Strategies
A survey was self-reported, with several limitations, such as the possibility of exaggeration or omission of information, inaccurate recollection of experiences or events, social	High	High	Use diverse information sources (e.g., UNDP and partners' research, interviews, FGDs) to get sufficient data and triangulate it.

Methodological Limitations	Likelihood	Impact	Mitigation Strategies
desirability bias or reporting of untruthful information, and reduced validity when respondents do not fully understand a question.			
Underdeveloped indicators capture cross-cutting issues such as disability and gender in the evaluability assessment.	High	High	Integrate questions capturing cross-cutting issues such as disability and gender in the evaluability assessment into all evaluation instruments to generate rich evidence capturing these dimensions.
The complexity and diversity of areas and communities supported by the Project may result in methodological and logistical challenges in assessing all their elements at the same level of depth and sophistication.	Medium	Medium	<p>Conduct meaningful online kick-off calls with UNDP and the Project to discuss priorities and expectations.</p> <p>Conduct extensive desk review to identify evidence available and evidence gaps to focus the evaluation better.</p> <p>Enhance the evaluation focus on results, sustainability, and potential impact to examine systemic changes attributed to Project interventions.</p> <p>Provide regular progress updates to the Project manager to ensure ongoing alignment with UNDP expectations and priorities and quickly resolve any emerging challenges.</p> <p>Clearly define key deliverables and the acceptance process at the onset of the evaluation.</p> <p>Develop a proper sampling approach to ensure that the spectre of Project work at the community level is well reflected.</p>
Insufficient M&E data at the outcome level. Diverse training opportunities provided did not capture long-term changes in beneficiaries' skills or work.	Medium	Medium	<p>Use diverse information sources (e.g., interviews and partner reports) to triangulate and get sufficient data.</p> <p>Use diverse internal UNDP information sources (e.g., donor reports, annual corporate reporting, funding data). Explore diverse outcome and impact areas, develop indicators, and capture their values, where possible.</p>
Sensitivity of stakeholders to questions and limited willingness to	High	Medium	<p>Be transparent regarding the scope and purpose of the evaluation.</p> <p>Explain how the evaluation's findings and recommendations may benefit the interviewees.</p>

Methodological Limitations	Likelihood	Impact	Mitigation Strategies
conduct frank and open dialogue.			Interviewees will be assured of strict confidentiality measures to encourage frank discussion. Clarifying the purpose of the evaluation
Due to high levels of insecurity, the national consultant could not visit many locations where the Project operated.	High	Medium	Utilise various online platforms for conducting interviews and focus group discussions. Organise visits of the national consultant to a limited number of selected locations representative of Project interventions. Rely on Altai and other independent agencies' reports that verified the Project's

The evaluation followed the United Nations Evaluation Group (UNEG) Norms and Standards and the UNEG Ethical Guidelines for Evaluation.²² The ET ensured that their obligations, such as independence, impartiality, credibility, avoiding conflicts of interest, and accountability, were met and that all analyses were sufficiently transparent and explicit to produce robust and reliable findings that would be replicated by an independent team using the same evidence.

Special measures were implemented to ensure that the evaluation process was ethical and that interviewees and FGD participants could openly express their opinions. **Confidentiality was maintained.** The content of interviews and FGDs was used to inform the analysis; no direct reference was made to particular statements, and no personal information of the respondents/participants was disclosed. Signed pledges of ethical conduct can be found in [Annex 10](#).

The evaluation followed a quality assurance process. The ET met UNDP evaluation quality criteria by ensuring that all quality assessment questions of UNDP Guidelines, section 6 Evaluation Quality Assessment, have been addressed.²³ The ET had at least four checkpoints for quality assurance:

1. A discussion of the IR and plans of action to ensure that the consultant's understanding of what is required corresponds to UNDP expectations and evaluation standards.
2. Presentation and discussion of preliminary findings.
3. A review of a draft or mid-point of evaluation.
4. An acceptance quality review for the completed report.

Given the complexity of the Project evaluation, the ET provided regular updates to UNDP on his progress to ensure ongoing alignment with UNDP expectations and quickly resolve any emerging challenges. When innovative approaches that could be scaled up were identified, the ET conducted "deep dives" to provide the necessary practical details to inform the recommendations. The Project is being implemented from 2020 to 2023, but when this evaluation was underway, it had been extended until late 2024.

²² [UNEG Ethical Guidelines for Evaluation \(June 2022\)](#).

²³ UNDP Evaluation Guidelines, Section 6, Evaluation Quality Assessment (June 202)

5.1. Assessment of Project Design

Finding 1. The Project design is realistic and reflects the need to build foundations for self-reliant municipal authorities and economic development that reflect local realities. It could benefit from a more clearly defined exit strategy, as the current reliance on ongoing donor funding presents potential challenges for long-term sustainability.

The ET finds the Project document to be robust, well-justified and rooted in previous UNDP local basic services improvements and capacity building experiences. The Project design is pragmatic, realistic, and forward-looking. It is designed for Libya's conditions that can be characterised by a lack of basic security, poor governance, and institutionally weak partners in government, local authorities, and civil society. **The focus at the community level, with a strong emphasis on livelihood and economic development, is well justified, as sustainable local development is critical for peacebuilding and economic prosperity in Libya.**

The logic behind the Project document is strong. The Project is well designed to establish a robust foundation for self-reliant municipal authorities, aiming to foster long-term economic development tailored to local communities' specific needs and realities. Central to this strategy is the emphasis on enhancing the capacities of local governance structures to independently identify, prioritise, and address the most pressing issues within their jurisdictions. By empowering municipal authorities through targeted capacity-building initiatives, the Project aims to create a sustainable governance framework that effectively functions. This approach is crucial in conflict-affected regions like Libya, where localised decision-making and problem-solving are essential for rebuilding trust and social cohesion.

Additionally, **the Project focuses on integrating economic development strategies that reflect local realities, ensuring that interventions are relevant and sustainable.** By conducting thorough local economic assessments and engaging directly with communities and private sector stakeholders, the Project sought to identify sectors with the highest potential for job creation and economic growth. This included the promotion of micro, small and medium-sized enterprises (MSMEs) and the development of local value chains, which are vital for economic diversification and resilience. The emphasis on creating employment opportunities, particularly for vulnerable groups such as women, youth, and returnees, was designed to ensure that economic recovery efforts were inclusive and equitable, thereby contributing to broader social stability.

The Project's design also recognised the importance of tailoring interventions to different municipalities' unique socio-economic and cultural contexts. This context-specific approach was key to ensuring that the economic development strategies were effective and embraced by local populations. By fostering local ownership and involving communities in the decision-making process, the Project aims to build a sense of agency among local stakeholders, which is critical for the long-term sustainability of the initiatives. Overall, the Project is not just about immediate recovery but is strategically aligned to lay the groundwork for enduring economic and social resilience building in Libya's most vulnerable municipalities.

The Project envisaged significant capacity building for local public administration, but the planned training models focus on skills transfer using short-term training plans and traditional training techniques. While the Project emphasises enhancing municipal capacities and fostering local economic development, the focus on building the specific skills and capacities needed for sustainable economic growth was not sufficiently robust.

The Project selected municipalities based on several key criteria: vulnerability to conflict and damage to infrastructure, impact from migratory flows including large numbers of IDPs and migrants, exclusion from previous donor funding to address gaps, and the potential for economic recovery and development in highly populated areas. Additionally, political and

security considerations were factored in, targeting municipalities with newly elected councils and those presenting better governance development prospects. The municipalities selected in agreement with the MoLG are the following: Al Qala, Al Zahra, Derej, Ghadames, Jufra, Mslat/Msallata, Nalut, Baten Al Jabal, Alryaynah, Qasr Alkhyar for the West; Al Brega, Mrada, Robyana, Tobruk, Jalu (including Jaghra, and Ojla), Tazerbo for the East; Achargya, Al Grefa, Bint Baya, Idri Ahati for the South. Additional municipalities/communities were targeted in the west, east and south (such as Tripoli, Benghazi, Sebha, Kikla, Obari, Zuwara, Tawergha) to enhance employability, improve livelihood opportunities, and promote sustainable development.

The Project's Theory of Change (ToC) assumes that if essential service delivery is provided, ensuring that livelihoods capital is preserved with increased income generation and livelihoods opportunities for the most vulnerable, with capacities for local authorities and rule of law institutions strengthened, then the trust between the communities and the municipalities will be strengthened as a result of the authorities responding to the populations needs, and the communities will be empowered to lead recovery and build resilience, and the population groups (host communities - including IDPs and returnees - as well as migrants and refugees) can effectively cope with and mitigate the risks of irregular migration and be strong drivers of resilience-building and development efforts.²⁴

The ToC is logical and well-structured, with well-articulated outputs and assumptions. The ToC provides a clear and elaborate justification for the selected course of action so that knowledgeable external readers and reviewers can trace a clear and compelling storyline from the outputs expected of UNDP to the outcome and impacts. The ET reconstructed the Project ToC by expanding a list of assumptions that had to be in place for the Project's ToC to be realised and adding expected outcomes and impact (see Figure 3 below).

Figure 3. Reconstructed Project ToC

The Project's document's implicit assumption of sustained external funding presents a

²⁴ T05-EUTF-NOA-LY-09/ T05.1253, Annex I – Description of the Action, Project “Strengthening Local Capacities for Resilience and Recovery (SLCRR Top-up)”.

potential risk to its long-term success, especially in the unpredictable context of Libya. This dependency could hinder the Project's ability to achieve self-reliance among municipal authorities. **Without a robust exit strategy that plans for the gradual withdrawal of donor support and the transition of responsibilities to local authorities, the long-term success and sustainability of the Project could be compromised.** A more resilient design would have included comprehensive planning for the eventual handover of responsibilities to local authorities, ensuring they can maintain and build on the Project's achievements independently, coupled with targeted strong advocacy at the national level to provide stable and consistent funding transfers to municipalities.

Finding 2. The Project document includes a robust gender-responsive approach, ensuring that women's specific needs and capacities are addressed through targeted initiatives. However, the Project document lacks similarly detailed measures and reporting mechanisms for other vulnerable groups, such as IDPs, migrants, and refugees, potentially limiting its impact on these populations.

The Project design contains a robust and well-developed gender-responsive approach, focusing on women's specific vulnerabilities and capacities in Libya. By integrating gender-sensitive planning, implementation, and monitoring, the Project seeks to empower women in targeted communities through initiatives such as vocational training, economic empowerment programs, and leadership development. These measures are designed to ensure that women actively participate in community development and resilience-building, with their needs and voices being central to local governance and decision-making processes. The Project also emphasises the importance of integrating gender perspectives into local governance, ensuring that women's voices are heard and their needs are addressed in the recovery and development processes. Some indicators in the Project document have specific gender-disaggregated reporting requirements to ensure women benefit from its interventions.

The Project's strategic focus on vulnerable groups such as migrants and refugees is well justified and supported by evidence. The Project document acknowledges that approximately 1 million people, including IDPs, returnees, vulnerable non-displaced Libyans, migrants, refugees and asylum seekers, are in urgent need of humanitarian assistance, access to services and jobs. Migrants in Libya are particularly vulnerable, facing sexual violence and other violations and abuses.²⁵

In Libya, where local populations, including host communities, often face significant challenges in accessing essential services, programs that specifically target migrants can inadvertently exacerbate tensions. Given the scarcity of resources and the existing strain on public services such as health, education, water, and sanitation, prioritising migrants may be perceived as unfair by the host communities. UNDP is well aware of these challenges and carefully assesses the risks of implementing interventions targeting specifically migrants. To mitigate this risk, it is essential that migrant-focused interventions are carefully integrated into broader initiatives that also address the needs of the local population, ensuring a balanced and inclusive approach that reduces risks of conflict.

The interventions supporting migrants within the Project's framework are acknowledged across all outputs. However, a closer examination reveals certain gaps. Although migrants are identified as a vulnerable group, the Project document does not elaborate on how UNDP would collaborate with other international partners, such as the International Organization for Migration (IOM), to address specific barriers faced by migrants, including lack of legal documentation, language difficulties, and discrimination in accessing essential services. Additionally, while the Project emphasizes the importance of integrating migrants into local economic recovery efforts, particularly through vocational training and job placements, it lacks

²⁵ T05-EUTF-NOA-LY-09/ T05.1253, Annex I – Description of the Action, Project “Strengthening Local Capacities for Resilience and Recovery (SLCRR Top-up)”

detailed strategies on how these initiatives would be adapted to meet migrants' unique needs.

Finding 3: The Project Results and Resources Framework (RRF) captures important output results that are logically linked to Project activities, facilitating straightforward monitoring and evaluation. The absence of Project-specific outcome indicators somewhat limits the ability to fully assess long-term impacts and sustained improvements.

The Project is linked to UNDP Country programme document (CPD) (2023-2025) Outcome 2 and Output Indicators 2.2 and 2.3.²⁶ The Project design correctly identified core venues and activities to achieve expected outputs. Its outputs are coherent and logically interlinked. The Project M&E design is grounded in the already well-established monitoring and evaluation systems run by UNDP.

The Project RRF indicators well reflect the Project's core objectives, such as improving service delivery, enhancing community resilience, and generating employment opportunities. They are straightforward, specific, and quantifiable for all three Outputs, such as the number of jobs created and the number of municipal staff trained. These indicators allow for straightforward monitoring and evaluation, facilitating accountability and making it easier to measure progress against predefined targets. The indicators are comprehensive and cover a wide range of activities, from capacity-building and infrastructure improvement to business support. Many indicators are quantifiable, such as the number of assessments conducted, the number of municipal staff trained, and the number of new jobs created that allow for objectively measuring progress. The indicators also include disaggregation by gender and beneficiary group (e.g., IDPs, migrants, refugees); the indicators ensure that the Project remains focused on its target populations, which is crucial in Libya.

The absence of outcome indicators in the Project's design presents a significant gap in its monitoring and evaluation framework. While the output indicators are robust and measurable, they primarily focus on immediate, tangible results, such as the number of training sessions conducted or the number of jobs created. However, these outputs do not fully capture the longer-term changes or impacts the Project aims to achieve, such as improved social cohesion, enhanced community resilience, or sustainable economic development. Without outcome indicators, it becomes challenging to assess whether the activities and outputs of the Project are translating into meaningful, sustained improvements in the lives of the target populations. For instance, while the Project may train a certain number of municipal staff, it is unclear how this training improves governance or service delivery in the long run. The ET recognises that it may be challenging to measure some outcomes, such as changes in behaviour. Still, some **simple refinements in the RRF mid-course of Project implementation would have enabled data collection critical to UNDP's future operations in Libya.**

5.2 Relevance

Relevance was assessed by exploring a degree of alignment of the Project with the needs of supported communities and targeted beneficiaries, particularly the most vulnerable groups and the national priorities. The relevance assessment was based on the national and local context analysis and needs assessment in the areas covered by the Project.

Finding 4. The Project operates within Libya's challenging security and political context but demonstrates strong alignment with the Sustainable Development Goals (SDGs), national decentralization agenda priorities, UN and UNDP priorities.

The ET recognises the Project's complex nature. In the ET's assessment, the Project correctly identified a need to address the country's diverse needs and directly addressed the main

²⁶ UNDP, Country programme document for Libya (2023-2025)

challenges outlined in the context section above. The Project's design is closely tied to the SDGs, particularly those related to governance, economic recovery, and basic services provision. **The Project is relevant to Libya and international partners' efforts towards achieving SDGs as presented in Table 3** below.

Table 3. SDGs and core Project interventions

SDGs	Selected Project interventions
SDG 1: No poverty	<ul style="list-style-type: none"> Focus on improving living conditions, providing essential services, and creating economic opportunities directly contributes to reducing poverty
SDG 3: Good Health and Well-being	<ul style="list-style-type: none"> Supply of medical equipment Provision of ambulances
SDG 5: Gender Equality	<ul style="list-style-type: none"> Inclusion of women in identifying priorities for Project support in communities Support of economic opportunities for women
SDG 6: Clean Water and Sanitation	<ul style="list-style-type: none"> Provision of water pumps and water tankers Provision of garbage trucks
SDG 7: Affordable and Clean Energy	<ul style="list-style-type: none"> Installation of solar power lighting Provision of electricity generators
SDG 8: Promote sustained, inclusive and sustainable economic growth, full and productive employment and decent work for all	<ul style="list-style-type: none"> Creation of jobs, support for start-ups, and vocational training directly contribute to promoting sustained, inclusive, and sustainable economic growth
SDG 11: Sustainable Cities and Communities	<ul style="list-style-type: none"> Rehabilitation of community infrastructure Provision of solar-powered lighting
SDG 16: Peace, Justice, and Strong Institutions	<ul style="list-style-type: none"> Enhancing community security, social cohesion, and the capacities of rule of law institutions

Despite the adoption of Decree 1500 in 2021 by the MoLG,²⁷ which aimed to advance local governance by transferring more competencies to municipalities, implementation of these reforms has faced challenges due to political instability, fragmented authority, and the need for further clarity in legal and financial frameworks to support effective decentralisation. Recognising the importance of strengthening the capacities of supported communities to implement decentralisation, the Project developed and implemented highly relevant interventions aimed at capacity building of municipal authorities in municipalities falling under the GNA and outside of the GNA area of influence that are broadly supportive of the MoLG decentralization agenda.

Libyan partners and stakeholders view the Project as highly relevant, particularly in supporting the MoLG's decentralisation and capacity-building priorities. The Project's focus on rehabilitating social infrastructure in health, education, and water sectors aligns with the broader UNDP Country Programme, which emphasises strengthening governance, promoting economic recovery, and supporting sustainable social services. Some activities were included in response to direct requests of national partners, such as MoLG's request to institutionalise business incubation at the municipal level.²⁸

The Project supports broader UN system objectives in Libya, including strengthening governance and rule of law, promoting economic recovery and growth, and supporting sustained basic social services. It contributes to achieving at least two strategic UN priorities

²⁷ Law No. 59 (2012) '[Concerning the Local Administration System](#)' provides a legal basis for decentralization, through a system of governorates, municipalities, and constituencies.

²⁸ Minutes of the Board Meeting, Strengthening Local Capacity for Resilience and Recovery (SLCRR) - ID 119174, T05-EUTF-NOA-LY-03-03 T05.149, Ministry of Local Government, Tripoli, 7 February 2023

such as Peace and Governance and Sustainable Economic Development.²⁹ More specific outcomes involving UNDP include the goal of empowering Libyan citizens, particularly youth and women, to actively participate in a peaceful, democratic society with strengthened, inclusive public institutions while also enhancing private sector capacities to foster economic growth and the inclusion of marginalised groups.³⁰ The strategic approach of UNDP is focused on rehabilitating social infrastructure for improved access, mainly in the health, education and water and waste sectors.³¹ This work is linked to UNDP support of the national political process and inclusive local planning and the development of local conflict reduction and social peace programmes, thereby increasing the legitimacy of the national authorities and their capability to lead Libya to sustained peace.³²

Finding 5. At the community level, the Project's support is highly relevant due to its foundation in thorough community assessments and participatory decision-making processes. The relevance of Project interventions to the needs and circumstances of migrants and refugees was limited partly due to challenging local contexts. The Project's continuous relevance is contingent on various factors, particularly the political stability and the adequacy and consistency of budget transfers from central authorities to municipalities.

Libya's vast area, small population, and tribal organisation contribute to a highly localised and complex political landscape. The two main conflict parties are fragmented into myriad smaller groups with geographical, tribal and ideological identities, many of which are heavily armed and compete to control resources at national and local levels.³³ Municipalities are unique in their governance and political, social, and cultural situations; some are GNA municipalities, some are non-GNA municipalities, and for some, the allegiances may shift. Fragmented governance and local conflicts necessitate local governance structures stepping in to manage services and security, often without adequate resources or expertise. The political and security context has been extremely challenging over the Project cycle. **Despite a very challenging security context, the Project has continued operating in both GNA and non-GNA-controlled communities and maintains the relevance of its supports to municipalities' realities and needs.**

The Project's support for communities is robust and highly relevant, as it is anchored in thorough community assessments and participatory local decision-making processes to address each municipality's unique political, social, and cultural dynamics, as discussed above, ensuring stability and equitable development.

As supported communities vary significantly, comprehensive community assessments were developed at the beginning of the interventions. For instance, municipalities like Tripoli and Benghazi, being major urban centres, face unique challenges related to urbanisation, infrastructure stress, and political fragmentation, whereas rural areas like Al Qala, Derej, and Tazerbo experience issues rooted in geographic isolation, limited access to essential services, and economic underdevelopment. Additionally, municipalities in the west, such as Nalut and Ailyaynah, may have stronger tribal affiliations that influence governance and social cohesion compared to the east, where the security situation can be more volatile and impacted by various armed groups. **The diverse needs and dynamics of these municipalities necessitate localised interventions,** making community-based assessments crucial for ensuring that Project initiatives are relevant and effective in addressing the specific challenges of each area.

²⁹ UN Libya, United Nations Sustainable Development Cooperation Framework, 2023-2025

³⁰ [United Nations Libya, United Nations Sustainable Development Cooperation Framework, 2023-2025.](#)

³¹ On broader UNDP global strategic priorities, see United Nations Development Programme Strategic plan, 2022-2025

³² UNDP, Country programme document for Libya, 2019-2022

³³ Wolfram Lacher, Libya's Fragmentation, 2020.

The Project conducted participatory consultative meetings at the municipal level to identify and prioritise local needs that could be addressed through the Project support. Some consultations were extensive and involved representatives of vulnerable groups such as persons with disabilities and IDPs. Mayors and other key community administration personnel interviewed through the course of this evaluation confirmed that consultations with residents had been institutionalised in their communities, with the involvement of some previously excluded groups such as tribes.

These strategies ensure that interventions are well-targeted and resonate with the communities' actual needs and priorities. The participatory approach has empowered local stakeholders, including vulnerable groups, by directly involving them in identifying and addressing their most pressing concerns, fostering a sense of ownership and commitment to the Project's outcomes.

While the Project document did not explicitly reflect the importance of informal institutions, such as tribal leaders and religious figures, these actors were, in practice, engaged and considered in the implementation of Project activities. Over the course of Project implementation, as key informants indicated, efforts were made to involve these groups in community consultations, decision-making processes, and conflict mediation activities. By integrating these informal actors into the Project's practical approach, the Project enhanced its relevance, ensuring that interventions were more attuned to the local governance realities. The engagement of migrants and refugees in local decision-making was not pursued by the Project partly because of security sensitivities and limited local presence to work with these often-hidden groups and explore their potential engagement in local decision-making based on the local context. The Project managed to engage migrants and refugees more extensively under Output 3, but these efforts did not explicitly target sectors such as agriculture, where many migrants work.

Various trainings provided under the Project were deemed highly relevant by beneficiaries, as evidenced by findings in the survey conducted by the ET provided in Finding 6. The beneficiaries of the communities staff trainings, for instance, confirmed that the training content closely aligned with their needs, with 92% of respondents indicating that the topics covered were directly relevant to their professional requirements. A survey conducted by the Project of graduates of Toyota's online customer relations and sales training courses found that the training was highly relevant, with 15 (100%) of respondents rating it as either excellent or good. Beneficiaries reported gaining practical skills, such as customer relations, tool measurement, and computer literacy, all of which they found applicable to their roles.³⁴

The continuous relevance of Project community-level interventions depends on a complex array of factors, with one of the most critical being the adequacy and consistency of financial transfers from central authorities to municipalities. In Libya's fragmented governance landscape, where municipal resources are often limited and irregular, the effectiveness of local governance and service delivery hinges on reliable and timely support from the national level. The lack of consistent center-to-municipality budget transfers can undermine the sustainability of community-driven initiatives, as municipalities may struggle to maintain and build on the Project's achievements without adequate funding.

5.3 Effectiveness

The effectiveness was assessed by examining the extent to which the Project attained the planned objectives and results. Using the reconstructed ToC and the results framework, the

³⁴ EU Emergency Trust Fund for Africa, The North of Africa Window, Strengthening Local Capacity for Resilience and Recovery (SLCRR Top-up), Implementation timeframe: 1 May 2020 – 30 April 2024, Progress report: 1 October 2022 – 30 September 2023

ET analysed to what extent the Project activities contributed to the attainment of the intended outputs and outcomes. Using the evidence collected, the ET analysed the factors that contributed to or hampered the achievement of the expected results.

The Project has successfully achieved most of its planned outputs, as detailed in the reconstructed ToC and results framework. UNDP has delivered significant results despite the challenging operational environment, characterized by security challenges, political instability, inconsistent commitment from both GNU and non-GNU governments, economic hardships, and frequent turnover of decision-makers and staff. The Project was extended until the end of 2024, and this current assessment is based on data collected as of July 2024, reflecting the continued progress under these challenging conditions.

Finding 6: The Project effectively achieves most planned targets under Output 1 in enhancing the provision of basic services in targeted communities. An elaborate training component highly appreciated by all beneficiaries helped build local capacity to maintain and improve local services. However, it was not long and customized enough to address the communities' evolving needs.

Output 1 focuses on enhancing the provision of basic services at the local level, targeting vulnerable groups, including IDPs, returnees, migrants, and refugees. It aimed to strengthen the responsiveness of local institutions in delivering essential public services to crisis-affected populations and leading recovery processes.

Key results as of the time of this evaluation include 22 participatory needs assessments and conflict-sensitive workshops conducted in 5 municipalities with 88 participants (16% women). In addition, the Project completed 16 civil works and delivered 388 sets of equipment. **The Project reports that it has directly benefitted more than 20,000 individuals (10,636 men, 9,909 women) and indirectly benefitted more than 720,000 individuals (382,075 men, 340,382 women).**³⁵ Municipalities officials interviewed for this evaluation have confirmed that the infrastructural improvements and equipment provided to them are in use.

The ET praises the Project for conducting needs assessments that used a participatory approach to identify priorities for improving basic services across various sectors, such as health, education, water, sanitation, and renewable energy. These assessments informed the selection and implementation of support tailored to the specific needs of each municipality. The emphasis on healthcare, sanitation, and education highlights the priority given to addressing immediate needs and ensuring the well-being of local populations. Additionally, integrating renewable energy solutions and preserving cultural heritage reflects a commitment to sustainable and inclusive development. The Project delivered a wide range of supports tailored to community needs in Libya, particularly in conflict-affected areas. ICU ambulances and the upgrade of hospital emergency facilities enhanced healthcare, particularly in remote regions. Sanitation improvements included deploying sewage and garbage trucks to improve waste management and public health. Water tankers were provided to communities with limited access to clean water, addressing critical water shortages.

³⁵ The Project informed the ET that distinguishing between direct and indirect beneficiaries categorizes them based on their relationship to the specific activity. For instance, in activities involving the provision of equipment, such as a sewage truck, the residents who benefit from the service are considered indirect beneficiaries. They gain from the improved infrastructure but do not directly interact with the equipment. On the other hand, activities like the rehabilitation of a primary school directly benefit the students and staff who use the facilities, making them direct beneficiaries. Similarly, for the rehabilitation of an emergency building in a hospital, direct beneficiaries are identified based on the bed capacity and patient logs, as these individuals directly utilize the improved medical services. Meanwhile, the broader community that enjoys enhanced healthcare due to the rehabilitation is considered indirect beneficiaries.

Education infrastructure was improved with the rehabilitation of schools like Hemera School, while cultural preservation efforts included renovating the Omar Asker Cultural Centre and Al-Akhyar Palace Building. Solar street lights were installed in areas like Derj and Ghadames to enhance safety in regions with unstable electricity. Women's training centres were rehabilitated to foster skill development and economic empowerment, while the construction of the Tripoli Business Incubator aimed to support local entrepreneurship, though its operation faced delays due to land disputes.

The beneficiary communities have greatly appreciated the civil works and equipment provided through the Project, as they have contributed to improved access to basic services for many people. However, in municipalities where the needs are particularly severe, these interventions have proven insufficient to fully address the dire circumstances faced by the local populations.

Through numerous interviews with key informants from supported communities, the ET learned that the scale of the challenges in some communities requires more substantial and sustained efforts beyond the initial support provided to achieve meaningful and lasting improvements.

Capacity-building efforts were a significant component, aiming to enhance the skills of municipal staff in delivering improved services. The training program was developed in coordination with local authorities, focusing on key areas such as project management, gender mainstreaming, and monitoring and evaluation. This was essential to ensure that municipalities could effectively manage and sustain the improvements made through the Project.

The newly established municipal council requires significant support in strategic planning, particularly in financial management. With new members joining, there's a clear need for capacity building and targeted training to enhance their effectiveness. Additionally, improving ICT skills is critical, as the council needs computers and relevant training to operate efficiently. Our municipal council is new and needs comprehensive training to meet our community's needs effectively.

Key informant from supported community

A professional and capable local civil service is essential for empowering municipalities to manage their affairs effectively, which is critical as responsibilities and resources are gradually transferred from the central government to the local level. The decentralization process fosters local ownership and accountability and enables municipalities to better address their communities' unique needs and priorities.

The Project achieved its targets, and the trainees were satisfied with the relevance and effectiveness of the training provided. The ET conducted a comprehensive survey involving 114 beneficiaries of the training programs, with a focus on assessing the long-term impact on participants' knowledge, skills, and behaviours. With a response rate of 60%, the survey garnered 64 responses, 41 males and 22 females, with one participant preferring not to identify their gender, providing a robust sample for analysis.

The results indicated strong alignment between the training content and the needs of the participants, with 59 (92%) of respondents confirming that the training covered the topics most relevant to them. The high levels of engagement, reflected by 64 (100%) of respondents finding the program interactive and engaging, underscore the program's success in maintaining participant interest and ensuring effective content delivery. Furthermore, 70% of respondents noted a significant improvement in their ability to manage local conflicts, highlighting the practical application of the skills learned.

Overall, the trainings received favourable ratings for overall satisfaction, with 35 (54%) of respondents giving it the highest marks. These findings highlight the training's success in meeting its objectives and impact on local governance. Almost 51 (80%) of respondents indicated they could apply the skills and knowledge gained from the training program in their work, as Figure 4 below presents.

Figure 4. Municipality staff who benefitted from Project training respond to the following question: *Have you been able to apply the skills and knowledge gained from the training program to your work?*

Source: ET's survey of 114 beneficiaries of the Project training programs under Output 1, with 64 responses received.

Women beneficiaries of the Project trainings who were surveyed indicated that they have many ideas and initiatives to pursue with their municipalities, but some bureaucratic procedures and gender-based discrimination could hinder their progress. Moreover, 45 (70%) of respondents acknowledged that women in their communities now have greater access to such training opportunities. In the ET's view, when women are supported in their efforts, they contribute to their communities' immediate needs and pave the way for long-term sustainable development. Their involvement in local governance and decision-making processes can lead to more inclusive policies and practices that benefit all members of society.

The survey results indicate that while the majority of participants 42 (65.5%) felt they received sufficient support and guidance during and after the training activities, a notable portion 22 (34%) did not. This could be attributed to the varying capacities of staff, with some not meeting the minimum requirements for their positions. These findings suggest that while the Project made strides in providing necessary support, there is room for improvement through implementing more robust and accessible continuous support mechanisms. The Project informed the ET that it is currently working with the MoLG's Decentralization and Support Municipalities Center to address these gaps by ensuring that all participants are reached, applying clear criteria, and providing proper follow-up, as part of an action plan under Output 1.

In ET's assessment, for capacity-building efforts to be truly effective in Libya, they must be continuous and customized to each municipality's specific context and challenges. Local governments in Libya, for instance, operate under vastly different conditions, with some areas experiencing relative stability and others grappling with ongoing conflict and insecurity. As such, a one-size-fits-all approach to capacity building would likely be insufficient. Instead, tailored training and support programs considering the local political, social, and economic landscape are necessary to equip municipal leaders with the skills and knowledge they need to navigate these complexities. Moreover, continuous capacity building is crucial because the challenges faced by local governments are dynamic and evolving. Regular training and professional development opportunities help ensure that municipal officials remain responsive and adaptive to new challenges, whether they stem from changing security conditions, economic shifts, or the introduction of new technologies and governance practices.

As some key informants indicated, training beneficiaries from municipalities suggested having training customized to their municipalities' needs. In the ET's assessment, that can be partly addressed through **functional assessments of municipalities to identify the specific capacities, strengths, and weaknesses of local governance structures.** These assessments allow for a thorough understanding of the operational capabilities of each municipality,

including their ability to manage public services, financial resources, human capital, and infrastructure. Adjusting the training of municipalities based on these functional assessments enhances the likelihood that the training will lead to tangible improvements in governance, service delivery, and economic development at the local level.

Finding 7: The Project effectively achieves most interlinked planned targets under Output 2, Enhanced social cohesion. The Project further advanced local governance systems by operationalizing community department units, empowering CSOs, and fostering collaboration among residents of municipalities.

As part of the decentralization process mandated by Resolution 1500, Article 17, the Project supported the MoLG in operationalizing Community Department Units at the municipal level. This was achieved by developing standard operating procedures and targeted capacity-building trainings. Additionally, the Project strengthened the role of CSOs by providing them with essential technical and financial support, thereby enhancing collaboration between local government institutions and civil society.

UNDP's support for Libyan CSOs is crucial in advancing local development, social cohesion and peacebuilding. A Project Call for Proposals resulted in the selection of 12 CSOs in 7 municipalities (Tripoli, Benghazi, Sebha, Kikla, Ubari, Zuwara, and Tawergha) that were trained in conflict sensitivity analysis, women's empowerment, and project management. CSOs have been given grants to implement local initiatives that promote peace and social cohesion. As a result of the CSO activities, 598 people (319 women, 450 youth, 179 returnees, 29 IDPs, and 1 migrant) have been engaged.

Grants provided by the Project to CSOs facilitated dialogue among community stakeholders and expanded livelihood opportunities, particularly for women and youth, in smaller towns and marginalized groups, thereby enhancing community resilience. Through the Project support, CSOs focused on empowering vulnerable groups, promoting peacebuilding, and fostering sustainable livelihoods. Initiatives like the "She" Project in Ubari directly address the social and legal barriers Libyan women married to non-Libyans face, promoting their integration and participation in society. Peacebuilding efforts in Sebha and youth training in various cities emphasize inclusive decision-making and conflict resolution. These programs highlight the importance of engaging youth and women in the peace process and enhancing their roles in community leadership.

1. "Due to the strong reputation of UNDP in different areas, participants strongly suggested implementing more projects."
2. "Participants recommended conducting additional capacity-building training for civil society organizations to enhance their capabilities."
3. "There is a significant issue with receiving funds from Libyan banks, and participants urged for alternative solutions to be discussed."
4. "Participants recommended holding more workshops and meetings with CSOs to further discuss and address the challenges facing civil society."
5. "CSOs suggested providing more training opportunities for employees of the Civil Society Commission to better support their work."

FGDs with CSOs receiving low-level grants to implement projects across different geographic areas.

The Project also implemented comprehensive training programs focused on social cohesion, community security, and conflict mediation. These programs strongly emphasised inclusivity, engaging a wide range of participants, including women, youth, IDPs, and returnees. The training sessions imparted valuable knowledge and fostered a sense of community belonging and empowerment, equipping participants to apply the concepts learned daily and contribute to peacebuilding efforts within their communities. Vocational and livelihood training, particularly in Zuwara and Tawergha and addressed critical employment gaps by equipping participants with market-driven skills. These initiatives are crucial for providing sustainable employment opportunities and linking trainees with stakeholders for ongoing support. The

focus on leadership and civic engagement through training programs in Sebha and other towns also underscores the significance of fostering local leadership to drive positive change. These CSOs' efforts contributed significantly to social cohesion, economic recovery, and peacebuilding in Libya.

The online feedback surveys implemented by UNDP indicated that 75% of the respondents (41% women and 38% returnees) were satisfied with the support received, 83% felt more motivated to adjust their behaviours to promote peace in their communities, and they felt encouraged to increase their potential for promoting peace at home and in their communities.

Finding 8: The Project can be praised for pursuing diverse, innovative economic empowerment opportunities, targeting youth and promising sectors of the economy in particular. The Project would most likely achieve core targets under Output 3, but it would not be able to generate significant long-term employment at the level of supported communities, as planned, especially among refugees and migrants.

Under Output 3, the Project focused on enhancing economic opportunities for youth and vulnerable groups through innovative initiatives for local economic recovery and income generation. The Project benefitted many young men and women in Libya, as unemployment and underemployment are some of the most cited risks for young people, with females feeling more excluded from employment than males. Key informants observed that the main barriers youth face to access employment and opportunities to improve their livelihoods include lack of support and guidance, lack of funds and incubators and absence of role models to support them. The youth have limited opportunities to access employment training in supported municipalities.

Key results highlight the diversity of beneficiaries reached through the Project's initiatives. A total of 705 job opportunities were created, benefiting 240 women, 106 returnees, 42 migrants, and 4 IDPs. Of 42 start-ups and small businesses supported, half of the 10 re-start-ups in Sebha and Benghazi were women-led. The Project also helped launch 6 businesses through Start-up Weekends, 16 through Hackathon initiatives, and 50 via the TEC+ program. Additionally, 187 individuals benefited from apprenticeship programs, including 80 women, 17 IDPs, and 5 migrants, with training offered in diverse fields such as car maintenance, customer relations, and creative economy skills.

The Project conducted a comprehensive study to map and assess CSOs across the country. This research was part of the "CSO Mapping and Capacity Building Training for Libyan CSO" project and aimed to gather detailed information on CSOs, including their contact details, activities, and operational capacities.³⁶

The Project conducted comprehensive local economic assessments in targeted municipalities. **The ET reviewed the local assessments shared by the Project and found them of high quality and relevant.** A Rapid Livelihoods Assessment was conducted to identify economic sectors in Tawergha.³⁷ Key sectors identified include construction, due to extensive war damage, food processing, agriculture, and the sale of goods and services. However, the assessment also highlighted several challenges, such as unreliable electricity, low buying power, and the lack of equipment and financial support. It recommends ensuring that all training and asset recovery efforts are closely aligned with the community's needs and the Project budget.

The Rapid Livelihoods Assessment conducted in Kikla in November 2022³⁸ by the Moomken Organization offers crucial insights into the post-conflict economic landscape of the

³⁶ CSO Mapping Report, CSO Mapping and Capacity Building Training for Libyan CSO, 2022

³⁷ NRC, Strengthening Economic Resilience Through Provision of Assets to Returnees' in Tawergha, Rapid Livelihood Assessment Report, 2022

³⁸ Moomken, Rapid Livelihoods Assessment in Kikla, November 2022.

municipality. The assessment highlights the severe impact of conflict on local businesses, the infrastructure, and the overall economy of Kikla. A significant decline in population and infrastructure damage, especially to water and commercial buildings, have stifled economic activity and delayed the return of displaced residents. The assessment recommends infrastructure rehabilitation, providing business skills training, asset recovery, and fostering service-oriented businesses. **In ET's view, recommendations of such assessments would be more relevant and practical if they include budget estimates for core solutions and actions proposed.**

The Project's support for start-ups and small businesses was crucial to fostering economic recovery and resilience. Through initiatives like TEC+ and asset recovery programs, the Project provided vital resources to vulnerable groups. The TEC+ accelerator empowered 80 start-ups across sectors such as healthcare, education, and fashion, promoting local economic development. Notable examples include "Al Maeen Group" (medical services), "Spitar" (healthcare platforms), and "Miss Cordelia" (local fashion). However, it would be beneficial to assess the long-term sustainability of these ventures in terms of job creation and revenue generation. Tatweer Research also supported 30 start-ups through a 10-month accelerator in Tripoli, Benghazi, and Sabha, offering training in entrepreneurial skills like marketing and finance.³⁹ In ET's assessment, the impact of these start-ups on local economies will depend on sustained support and scaling efforts.

The ET commends two key asset recovery initiatives in Kikla and Tawergha, which focused on revitalizing livelihoods for returnees. In Kikla, Moomken's initiative supported 80 returnee households through business training and in-kind support, resulting in the launch of over 20 businesses despite logistical and banking challenges.⁴⁰ Similarly, the NRC's initiative in Tawergha provided training and asset recovery to empower 80 vulnerable households, particularly women, to restart small businesses in sectors like agriculture and food services. Both projects, though faced with overwhelming demand and various challenges, significantly contributed to community resilience and recovery by prioritizing returnees' needs.

We need more tailored approaches to work with women—special places were created for women to conduct training, ensuring a safe and appropriate environment. Selecting suitable locations for communication is also essential for successful engagement.

Key informant, training beneficiary

The Deraya Entrepreneurship Initiative, launched by UNDP in May 2023 with MoLG's support, aims to foster entrepreneurial skills among Libyan youth.⁴¹ Reaching over 1,500 university students through campaigns, start-up weekends, and hackathons, the initiative helps participants develop business ideas and promotes innovative thinking. **Deraya's inclusive approach is particularly commendable, targeting a diverse audience, including women and migrants, and engaging them through various channels** such as social media campaigns, university collaborations, and student ambassador programs.⁴² While the Deraya initiative shows great potential for nationwide impact, its specific effects on selected communities remain less clear.

"I lost my father and I feel lost and unconfident, but Deraya helped me to return my confidence and build up my skills."

Participant in FGD of Deraya beneficiaries

The vocational training initiatives under the Project reached diverse target groups, including youth, IDPs, and women, by partnering with private sector entities like Toyota Libya. Key programs included a 12-week technical training for 20 youth, a customer relations

³⁹ Tatweer, Strengthening Design and Setup of Business Start-Up Accelerator in Tripoli, Benghazi, and Sabha, April 28th– August 10th, 2023.

⁴⁰ Moomken Organization for Awareness and Media, Supporting the Creation of Small Businesses and Strengthening the Livelihoods of Returnees in Kikla through Asset Recovery, Final Report, 2023

⁴¹ Deraya Narrative report June 2023

⁴² Deraya Entrepreneurship Program Libya

course for 36 trainees (including 17 IDPs and 22 women), and an internship program across five cities. The training enhanced women's skills in crafts, fashion, and digital marketing, improving economic opportunities. Despite logistical challenges, such as transportation and internet access, the Project successfully addressed skills gaps, though further support in job placement and business development is needed for sustained impact. This initiative played a significant role in economic empowerment, but its long-term impact could be further strengthened with additional support in job placement and business development.⁴³

The Maharah Coding School's boot camp, conducted in Tripoli, Benghazi, and Sebha, was a targeted effort to meet Libya's growing demand for skilled tech professionals. The program offered 100 hours of training in Mobile Development and Full Stack Development. Of the 158 participants, 133 completed the program. The cohort was notably diverse, including IDPs, returnees, refugees, individuals with disabilities, and immigrants, emphasizing the initiative's inclusive approach. Key findings from participants' interviews conducted by the ET reveal that the boot camp was a pioneering effort in Libya, with many attendees noting it was the first time they had experienced such specialized training. Women participants, in particular, appreciated the safe and comfortable environment, which encouraged their full engagement. The boot camp equipped participants with valuable technical and soft skills, boosting their confidence in presenting their ideas and projects. Following the training, some participants could secure employment through a job-matching mechanism, further underscoring the program's effectiveness in enhancing employability. Despite these successes, participants expressed a desire for an advanced level of the Maharah program, an extended duration, and more project management training tailored to the tech industry.

I gained a lot of skills from the training, and I'm thinking of opening my own company in the future
Maharah training beneficiary, women

Some Project interventions under Output 3 did not work as expected. The Danish Refugee Council (DRC) implemented a Cash for Work (CfW) project in Kikla and Tawergha from June 2022 to January 2023 to provide temporary work opportunities for conflict and displacement-affected people. The sub-project aimed to improve living standards and support short-term economic self-reliance. Despite initial challenges, such as difficulties recruiting qualified staff and limited community engagement in Kikla, the initiative successfully enrolled 213 individuals across 12 sites. Activities included public area rehabilitation, school improvements, and tailoring workshops for women. Challenges included high dropout rates in Kikla, safety concerns for staff, and difficulties in engaging with the local community, especially in Kikla, where mistrust of international NGOs was prevalent.⁴⁴ In ET's assessment, the CfW intervention, while providing temporary employment and improving community infrastructure, had limited overall impact. It made only minor infrastructural improvements and marginally addressed community needs, offering little short-term benefit to participants. **The ET believes that CfW programs, if pursued, should be carefully designed to reflect local realities, be more long-term to equip participants with the necessary skills or resources for sustained self-reliance and target individuals motivated to work, such as returnees and migrants.**

In ET's assessment, **the concept of establishing Municipality Job Competency Centres and a Job Bank holds significant strategic value**, but its implementation faces considerable uncertainty among decision-makers. This uncertainty stems from ongoing political complexities and competing priorities between the Ministry of Local Government (MoLG) and the Ministry of Labour, both of which are hesitant to fully endorse the initiative due to concerns over overlapping mandates. The ET notes that this high level of uncertainty requires the Project to carefully navigate these dynamics and build strong, consistent buy-in from both

⁴³ Provision of Vocational Training on Mechanical Engineering, Customer Care, and Car Maintenance, Activity report, From 04th Sep. 2022 to 30th March. 2023

⁴⁴ Danish Refugee Council, UNDP Strengthening local capacities for resilience and recovery project, Final Project Report, 15th June 2022 – 31st January 2023

ministries. Securing the support of key stakeholders, particularly by engaging with the Human Resource Development Fund, which has access to both municipalities and labour offices, could be a productive step forward. Collaboration and clear communication will be essential in aligning the roles of the various actors involved to ensure the initiative's success.

Another promising intervention that did not materialize was the development of the first-ever municipal business incubator in Tripoli. It was intended to support over 1,000 youth and 80 start-ups, but faced delays due to ongoing land ownership disputes. As a result, the incubator was not operational during the evaluation period.⁴⁵

Despite the innovative nature of the Project's interventions under Output 3 described above in detail, several challenges emerged. **While inclusive, the broad scope of activities sometimes led to a dispersion of resources and efforts, potentially limiting the depth of impact within target communities.** Additionally, logistical issues, such as delays in asset distribution and challenges in coordinating with local authorities, highlighted the need for more streamlined implementation processes. The Project could have significantly enhanced its impact by focusing on agricultural business opportunities with substantial employment generation potential, particularly in communities like Sebha.⁴⁶ Despite this, the Project supported only a few businesses in agriculture, missing a chance to boost income and employment through modern agricultural practices that increase crop yields, promote sustainability and create jobs for vulnerable groups, including migrants.⁴⁷ Farmers own most of the land they cultivate, whereas IDPs and migrants generally work on local farms. Furthermore, women, who are increasingly involved in agriculture, particularly in land preparation, planting, and animal rearing, could have greatly benefited from such support. Table 5 below summarises the effectiveness of Project assessment by output and indicator.

Table 5. Results matrix and ET's assessments

Expected Outputs	Output Indicators	Baseline	Targets	ET's data collection methods	ET's outcome progress assessment
Output 1 Enhanced provision of basic services at local level targeting the most vulnerable groups - including Internally Displaced Populations (IDPs) and returnees - as well as migrants and refugees.	1.1 Number of needs assessments based on a participatory approach conducted to identify priorities for enhancing basic services.	0	22	Project reporting, third-party monitoring, document review, interviews	The target has been achieved. The needs assessments informed the identification of priorities for the Project's basic services support. The engagement of diverse, vulnerable groups in consultations was verified, except for migrants.
	1.2 Number of municipal staff with enhanced skills for improved service delivery	0	150	Project reporting, third-party monitoring, survey of beneficiaries, focus groups	The target has been exceeded (178). The survey of beneficiaries confirmed a high level of satisfaction and interest in continuous customized training.
	1.3. Number of municipalities supported to improve their	0	22	Project reporting, third-party	The target has been exceeded (26). Basic services were significantly improved across various sectors in multiple municipalities, addressing community

⁴⁵ Strengthening Local Capacities for Resilience and Recovery (SLCRR Top-up) T05-EUTF-NOA-LY-09 T05.1253 Progress Update April – June 2024

⁴⁶ UNDP, Deraya entrepreneurship needs assessment: Findings up to 17 May 2023

⁴⁷ WFP, Libya Agriculture and Livelihood Needs: A study of the Fezzan Region, March 2020

Expected Outputs	Output Indicators	Baseline	Targets	ET's data collection methods	ET's outcome progress assessment
	basic services [disaggregated by type (civil works/equipment) and sector (health, education, water, sanitation, electricity, etc.)].			monitoring, interviews	needs in areas such as education, health, women's empowerment, WASH, and renewable energy through both civil works and equipment provision. The interviews indicate high levels of beneficiaries' satisfaction with basic services improvements.
	1.4. Number of people in targeted municipalities with access to basic services [disaggregated by sector and beneficiary group (IDPs, migrants, refugees, and where feasible by gender and age)].	0	700,000	Project reporting, third-party monitoring, interviews	The target has been achieved and most likely exceeded, but the methodology of calculating direct and indirect beneficiaries has to be enhanced through independent verifications. ⁴⁸
Output 2 Capacities of target communities and local stakeholders enhanced towards social cohesion, and community security and rule of law. (revised in coordination with the Project Board (Q1 2023) and	2.1 Number of community members trained on social cohesion, community security and conflict mediation disaggregated by beneficiary group (IDPs, migrants and refugees, and where feasible by gender and age).	0	250	Project reports, third-party monitoring, interviews	The target has been exceeded (598). The beneficiaries well received the trainings. The coverage of migrants was minimal.
	2.2 Number of municipal staff trained on social cohesion,	0	200	Project reports, third-party monitoring	The target has been achieved. The beneficiaries well received the trainings.

⁴⁸ It should be kept in mind, however, that the estimates of indirect beneficiaries are based on a number of assumptions, such as that the water supply is uninterrupted, equipment such as garbage and sewage trucks are fully utilized, and all residents living in catchments areas use basic services provided. In ET's view, a more nuanced approach in the classification and measurement of beneficiaries can be beneficial to capture diverse results. For instance, the Project may incorporate a more detailed beneficiary mapping process that recognizes the gradations between direct and indirect benefits and employ participatory evaluation methods, where community members help identify and define what constitutes a direct or indirect benefit in their context.

Expected Outputs	Output Indicators	Baseline	Targets	ET's data collection methods	ET's outcome progress assessment
upon no-cost extension approval (Q2 2023))	community security and conflict mediation, where feasible disaggregated by job position, gender and age.				
	2.3 Number of local activities/initiatives supported by UNDP towards peaceful coexistence, community security and social cohesion.	0	15	Project reports, interviews, focus groups	The target is unlikely to be achieved as of July 2024, as only 10 CSOs implemented local peacebuilding activities. CSOs activities were diverse and addressed local security and social cohesion needs.
	2.4 Number of community security facilities refurbished	0	0	2	The target was revised by the Project board and will be met.
Output 3 Employment opportunities were created and individuals supported to develop economic income generating activities	3.1 Number of local economic assessments conducted to identify relevant economic interventions in targeted municipalities	0	5	Project reporting, reports review	The target will most likely be met. The studies are relevant and are used to inform programmatic activities.
	3.2 Number of new jobs created with UNDP support (disaggregated by beneficiary group (IDPs, migrants and refugees, and where feasible by gender and age)	0	800	Project reports, interviews	The target can be met when this evaluation is underway; the Project created 705 jobs. No breakdown by targeted community is available. In ET's assessment, the Project could have benefitted from adopting a more structured and transparent approach to defining and reporting jobs created. Such important elements as types of employment (full-time, part-time, temporary, etc.) and whether the jobs created are sustainable in the long term or short-term or temporary positions can be captured in reporting.
	3.3 Number of start-ups and small businesses supported/created in Libya (disaggregated by gender)	0	26	Project reports, interviews	The target has been exceeded (92 start-ups and small businesses were supported/created).
	3.4 Number of demand-driven apprenticeship	0	6	Project reports, interviews	The target has been met.

Expected Outputs	Output Indicators	Baseline	Targets	ET's data collection methods	ET's outcome progress assessment
	programmes ⁴⁹ organized in partnership with private sector companies.				
	3.5. Number of people benefiting from apprenticeship programmes disaggregated by gender, age and type of training (e.g. TVET, IT and skills training etc.)	0	800	Project reports, interviews	The target is unlikely to be met as the Project reported that 187 people benefitted when this evaluation was underway.

5.4 Coherence

The ET examined the extent to which the Project work was aligned and complementary to relevant interventions implemented by other partners and if synergy effects were achieved. Internal coherence assessment focused on the synergies and interlinkages between the Project work and interventions carried out by UNDP and other partners. External coherence assessment examined the consistency of the Project with different actors' interventions in the same context, including complementarity, harmonization and coordination with others.⁵⁰ There are four levels of strength of coherence/coordination among partners, ranging from networking focusing on information sharing to full collaboration with a formal agreement among partners, as outlined in Table 6 below. The consultant assessed the patterns of the Project collaboration through this lens.

Table 6. Collaboration among partners: 4 types.

Networking	Cooperation	Coordination	Full Collaboration
Partners share information and talk with one another for their mutual benefit.	Partners support one another's activities but have no formal agreement in place.	Partners are engaged in mutual projects and initiatives, modifying their own activities to benefit the whole.	With a formal agreement in place, partners work toward developing enhanced capacity to achieve a shared vision.

⁴⁹ The Project defines demand-driven apprenticeship programs in Libya context as programs that combine paid on-the-job training with classroom instruction to prepare workers for highly skilled careers as per email exchange of ET and the Project.

⁵⁰ OECD, [Evaluation Criteria, 2024](#)

Loosely defined roles Loose/flexible relationships Informal communication Minimal decision-making No risk	Somewhat defined roles Informal and supportive relationships More frequent communication Limited decision-making Little to no risk	Defined roles Formalized links, but each group retains autonomy Regular communication Shared decision-making around joint work Low to moderate risk Share some resources	Formalized roles Formal links, which are written in an agreement Frequent communication Equally shared ideas and decision-making High risk but also high trust Pooled resources
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Source: Frey, B. B., Lohmeier, J. H., Lee, S. W., & Tollefson, N. (2006). Measuring Collaboration among Grant Partners. *American Journal of Evaluation*, 27(3), 383–392.

Finding 9: The Project's integrated approach to area-based development partially created synergies between improving basic services and enhancing social cohesion. However, the geographic separation of Output 3 activities, which focused on economic recovery, from those of Outputs 1 and 2 limited the full realization of potential synergies.

Area-based development is a strategy that focuses on implementing integrated interventions within specific geographic areas to address multiple interrelated issues comprehensively. This approach aims to leverage local resources and capacities to improve outcomes across various health, education, and economic development sectors. **The Project was designed to achieve synergies and complementarities through coordinated components implementation by concentrating efforts on targeted areas and addressing unique communities' realities. Still, in terms of actual implementation, this objective was only partially achieved.**

The Project's outputs, particularly Output 1 ("Improved access to basic services") and Output 2 ("Enhanced social cohesion"), were designed to be complementary, each reinforcing the other to create more resilient and cohesive communities in Libya. Output 1 addressed immediate needs by improving essential services like healthcare, sanitation, and education. This was achieved through various infrastructural projects, including the provision of ICU ambulances, sewage trucks, garbage trucks, and water tankers, alongside the rehabilitation of schools and cultural heritage sites. These interventions were crucial in enhancing the living conditions of local populations, particularly vulnerable groups like IDPs, migrants, and returnees.

Simultaneously, Output 2 aimed to foster social cohesion and strengthen local governance by empowering CSOs and operationalizing Community Department Units within municipalities. These efforts were instrumental in building local capacities for conflict resolution, promoting peace, and ensuring that the communities could effectively utilize and sustain the improvements made under Output 1. For instance, CSO-led initiatives such as the "She" Project in Ubari and peacebuilding efforts in Sebha were key to engaging marginalized groups, particularly women and youth, in the peace and development process, reinforcing infrastructural gains with social cohesion.

However, the coherence of the Project's interventions was somewhat limited because Output 3 activities, focused on economic recovery and livelihood support, were implemented in different communities, as per donor's request, as Figure 2 below demonstrates. **This geographic separation of activities under different outputs meant that the full potential for synergies between improving basic services, enhancing social cohesion, and supporting economic recovery was not fully realized.** While Outputs 1 and 2 achieved a strong level of integration within the targeted communities, the broader impact could have been enhanced if Output 3 activities had been implemented in the same locations, allowing for a more comprehensive and cohesive approach to community development.

Figure 2 Distribution of Output 1 and Output 3 activities across communities

34 municipalities



Basic Services

22 MCs:

Al Brega	Achargya
Jalu	Al Grefa
Jaghra	Bint Baya
Qjla	Idri Achatl
Mrada	Jufra
Robyana	Ghadames
Tazerbo	Azahra
Tobruk	Baten El Jabal
Al Qala	Mslat
Al Riyayn	Qasr Alkhyar
Nalut	Derj

Additional 5 MCs

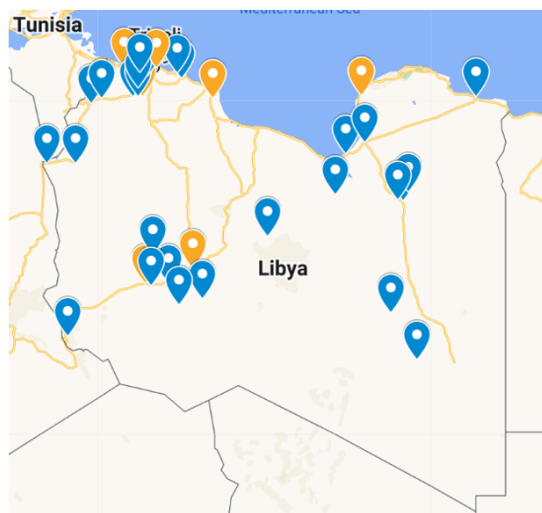
(Ajdabiya, Ghat, Murzuk, Zawiya South, Zawiya West) have been receiving support following the MoLG request to conduct landfill assessments.



Livelihoods and Social Cohesion

7 MCs:

Tripoli, Benghazi, Sebha, Kikla, Ubari, Zuwara, Tawergha



Source: SLCRR Top-up, Progress report: 1 October 2021 – 30 September 2022

Finding 10: The Project maintained strong communication with other relevant UNDP Projects, donors and development partners. The Project's focus on livelihoods and economic empowerment presents the most promising opportunity, where enhanced coherence and coordination can yield measurable, long-term results.

In the complex environment of Libya, where overlapping mandates and fragmented support structures are common, international development partners often duplicate efforts, particularly in training and economic development initiatives. **The Project actively shares information with relevant partners through formal and informal arrangements and participates in various partner meetings.** These meetings serve as platforms to discuss ongoing initiatives, challenges, and strategies for more effective collaboration.

The Project has actively collaborated with other UNDP initiatives, such as the Stabilization to Recovery Transition (START), Stability, Unity, Social Cohesion Project (SUSC), National Reconciliation, Local Elections, and the Stabilization Facility for Libya, which focuses on achieving quick stabilization impacts in selected municipalities. These collaborations have been instrumental in sharing analytical materials and coordinating field teams, fostering synergies, and effectively preventing overlap between projects.

The Project networked with other EUTF-funded projects and international partners, such as Agenzia italiana per la cooperazione allo sviluppo, the Italian Agency for Development Cooperation (AICS), the Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ), International Organization for Migration (IOM), and United Nations International Children's Fund (UNICEF).⁵¹ These efforts were aimed at avoiding overlaps and enhancing the complementarity of activities, ensuring that resources were utilized efficiently. One of the key strategies involved UNDP joining forces with GIZ and other donors at the request of the MoLG to conduct rapid assessments and provide urgent support to local municipalities, particularly in light of the ongoing decentralization efforts under Law 59. Additionally, UNDP played a pivotal role in establishing the Partners Working Group on Local Peace-building and Resilience. This platform facilitated the sharing of strategies and discussions on sensitive issues among development partners, promoting a more cohesive and unified approach to local peace-building and resilience efforts. The Project's capacity-building activities for municipal staff involved extensive consultations with MoLG, the General Secretary of Local Government, and international partners like GIZ and the EU. These consultations were crucial

⁵¹ ROM review, TOP UP: Strengthening Local Capacities for Resilience and Recovery

for ensuring alignment with national strategies and avoiding duplication of efforts, ultimately promoting greater coherence and effectiveness in local governance initiatives.

Like in any other conflict and post-conflict countries, **partnerships among development partners at the local level in Libya are challenged by the weaknesses of local government institutions, the difficult access to communities, and the multitude of small projects implemented by non-governmental organizations and other development aid actors that often go unreported in national aid coordination mechanisms.** While the efforts to coordinate capacity-building initiatives through the Decentralization and Support Municipalities Center of the MoLG have demonstrated good intent, the ET found that despite these efforts, some duplication and redundancies in training activities persist. Multiple international partners have provided similar training on topics such as planning, budgeting, and IT systems. These initiatives, though critical for building local governance capacities, often operate independently, leading to overlapping programs and limiting their broader impact. The ET observed that, while UNDP made efforts to coordinate with MoLG and other partners by cross-checking participant lists and developing action plans, there is a need for more streamlined and unified approaches to avoid inefficiencies and ensure synergies in training design and delivery.

In ET's assessment, economic empowerment is the most promising area, and improved coherence could lead to measurable long-term results. The Project implemented various innovative and high-impact interventions in economic empowerment, successfully addressing critical needs for job creation, skills development, and income generation in some of the most vulnerable communities in Libya. While the Project achieved notable successes, the broader potential impact could have been greatly amplified through more cohesive and integrated efforts with other international actors engaged in similar activities.

5.5 Efficiency

Efficiency was assessed by evaluating the extent to which the management of the Project ensured timeliness and an efficient utilization of resources to achieve its objectives, including budget monitoring. The ET assessed whether, given the budget, the specified output could have been completed at a lower cost. The evaluation does not present a 'value for money' or complete efficiency analysis but comments on the resource allocation under the Project and their deployment relative to the results generated.

Finding 11: The Project achieved several results in an economically efficient manner with manageable transaction costs; however, some interventions, particularly under Output 3, had high transaction costs due to their design. While the overall implementation strategy was efficient and cost-effective, there is room for improvement in streamlining business processes to enhance the timeliness of procurement and funding disbursement.

The ET finds that UNDP has allocated sufficient resources to achieve the Project objectives. According to available data, the budget and materials allocated to the Project were generally adequate, and activities were implemented within budget. While many partners interviewed for this evaluation could not comment on efficiency due to limited knowledge of the Project's financial management, those more closely involved confirmed that results were achieved with minimal waste and duplication. The Project provided regular, detailed financial reports to the EU delegation, and the reported financial data indicates that spending was straightforward and aligned with the approved budget by UNDP/EU. Funds were utilized in an accountable and cost-effective manner. **Stakeholder perceptions of the financial costs of UNDP assistance were positive overall compared to those of other development partners.**

UNDP oversaw the direct implementation of the actual infrastructure works through procurement of services from construction companies. The standard UNDP Procurement Rules and Regulations were applied regardless of the type of goods, services or works procured. Depending on the amount and the category of the goods or services procured

appropriate procurement methods were applied, employing open international competition as the standard approach in soliciting offers.

However, the Project also faced several limitations that impacted its overall efficiency. **One of the most significant challenges was delays in procurement**, reported by multiple key informants. These delays were attributed to several factors, including Libya's complex security situation and the disruptions caused by the COVID-19 pandemic. While these external factors undeniably contributed to the slow procurement processes, key informants also indicated that delays in delivering procured equipment cannot be solely explained by these issues. Other donors, operating under similar conditions, were able to deliver similar equipment and services within a shorter timeframe, suggesting room for improvement in procurement efficiency.

These delays not only hindered the timely implementation of Project activities but also presented a potential reputational risk for UNDP. The impact of delays extended to budget utilization, leading to two no-cost extensions of the Project timeline, which could have been avoided with more agile and flexible procurement processes. Given that **efficient timelines** are a critical component of overall Project efficiency, these challenges underlined the need for a review of UNDP procurement strategies.

The ET agrees with the Results Oriented Monitoring (ROM) review findings that the high cost per job created under Output 3 raises concerns about these investments' overall efficiency and effectiveness.⁵² Cost-benefit considerations should be central to the planning and implementation of job creation activities to ensure that resources are allocated to maximise impact. Given the limited resources and pressing needs in post-conflict environments like Libya, it is essential to evaluate whether the high expenditures are justifiable by the outcomes achieved. This entails not only looking at the number of jobs created but also assessing the sustainability and long-term economic benefits of these jobs. **By integrating a more rigorous cost-benefit analysis into the decision-making process, future job creation initiatives can be better designed to deliver value for money, ensuring that they contribute meaningfully to economic recovery and resilience.**

Some CSOs and implementing partners have established procedures to prevent fraud and effectively address financial misconduct, including eligibility verification and mechanisms to respond swiftly to irregularities. These procedures often involve suspending further payments until the beneficiaries return any misappropriated funds. However, the application and consistency of these practices varied among CSOs, leading to discrepancies in how financial risks were managed across the Project. This inconsistency highlights the need for more standardized and rigorous financial oversight mechanisms among all CSOs funded by the Project to ensure uniformity in fraud prevention and financial accountability.

Finding 12: The Project is effectively managed, with a strong and professional team that efficiently achieves expected results despite challenges like high staff turnover. However, the lack of dedicated policy and knowledge mobilization capacity has limited the translation of successful practices into broader policy advice, which could have further enhanced the Project's impact.

The Project is implemented through the UNDP Direct Implementation Modality (DIM), which, in the ET's view, is the only modality available for local development projects in Libya. The Project is effectively managed, with a staffing structure that efficiently generates the expected results. The current team, led by a Tripoli-based Project Manager, has demonstrated high professionalism and commitment. Local staff, particularly those in the field, were highlighted as a significant asset due to their deep understanding of the local context and effective engagement with municipalities.

⁵² ROM Review, T05-EUTF-NOA-LY-09 (T05.1253) - TOP UP: Strengthening Local Capacities for Resilience and Recovery, 2023

Feedback from key informants consistently confirms the Project's management as reliable, professional, and responsive, with a strong commitment to partnership and openness to innovative solutions. However, the frequent turnover of core staff, with three different managers during the Project's relatively short duration, has negatively impacted institutional memory and sustained focus on results.

The Project's reporting mechanisms are robust, with regular progress and annual reports produced according to UNDP guidelines. These comprehensive reports provide detailed information on the activities implemented, progress towards targets, and budget utilization. Although these reports are well-documented and responsive to emerging challenges, such as the security situation and COVID-19 disruptions, the Project lacks a formal mechanism to translate these successful practices into actionable policy recommendations.

Without a dedicated policy and knowledge mobilization capacity, the Project's ability to influence national-level reforms or inform other initiatives has been limited. Successful interventions at the municipal level or in the livelihood area, for example, could serve as models for broader implementation if properly captured, synthesized, and shared with policymakers. The absence of a systematic approach to knowledge dissemination means that potential learnings and best practices remain confined to the Project's immediate context, rather than contributing to the national discourse on local governance, service delivery, or capacity-building.

In ET's assessment, as some Project activities were cancelled, such as support of the security sector and new knowledge was acquired, a mid-term review and potential Project document revisions could have been conducted to reflect the dynamic and challenging environment in which the Project operates. This review allows for a critical assessment of the progress made against the planned activities and objectives, such as reprogramming activities, including installing solar streetlights in response to local security needs. Additionally, it offers an opportunity to evaluate whether the initial targets and indicators are still relevant or need adjustment to better capture the impact of interventions under Output 3.

Finding 13: The Project has been effective in tracking outputs but lacks robust outcome-level indicators, limiting its ability to measure long-term impacts and focus on strategic interventions beyond immediate early recovery needs.

The Project produced regular progress reports and annual reports according to UNDP guidelines. They provided comprehensive information on the activities implemented by the Project and the implementation timeframe. The ET found the Project's reports comprehensive, well-documented progress towards identified targets and budget utilization.

The Project has been effective in collecting and reporting on core output indicators, but it lacks consistent tracking of long-term outcomes and does not have a developed knowledge mobilization function to support policy and advocacy work with national partners. The M&E framework was not comprehensive enough to monitor outcomes effectively, which limits the ability to assess the Project's contribution to long-term strategic goals. **This limitation is significant, as many Project activities, particularly under Output 3, can be scaled up and integrated into national systems and policies.** Without robust outcome data, supporting strategic interventions that extend beyond immediate humanitarian needs is challenging. The Project could have strengthened its impact by generating evidence and data to inform decision-makers in key ministries and support the scaling up of successful initiatives. Moreover, commissioning studies on core activities' benefits and implementation processes could have provided the necessary evidence to guide long-term policy and programmatic decisions.

Spot checks on the utilization of equipment supplied by the Project and site monitoring visits were conducted systematically by UNDP engineers⁵³ and through third-party monitoring. Third-party monitoring by Altai, contracted by the EU, provided some output-level assessments but did not focus on outcomes, leaving a critical gap in understanding the Project's long-term effects.

5.6 Sustainability

The sustainability of the Project achievements was assessed in two dimensions: 1) the micro level (individual, household, business, community) and 2) the macro or broader national situation level. For each level, sustainability was assessed by examining the extent to which the benefits achieved by the Project are likely to continue beyond the intervention cycle. The evaluation assessed to what extent the outcomes and benefits generated by the Project would continue to exist after the Project is completed. It also evaluated the effectiveness of UNDP sustainability enhancement strategies.

Finding 14. The sustainability of Project results at the micro level (individual, household, business, and community) remains largely positive but varies depending on the context of each community and intervention. Factors such as security, social, political, and economic uncertainties play a role in influencing the long-term success of outcomes. The Project demonstrated strong sustainability strategies; however, there is room for improvement in providing ongoing support for entrepreneurs and businesses to ensure their continued growth and impact.

The sustainability of the Project's results at the micro level—encompassing individual, household, business, and community—is generally positive but varies significantly across communities and interventions due to a complex interplay of security, social, political, and economic factors. The Project has made considerable strides in enhancing sustainability through well-conceived strategies. These include involving communities in participatory decision-making processes, providing technical support through UNDP's Engineering Unit, and ensuring that equipment can be maintained with locally available resources. **In some communities, participatory decision-making mechanisms advanced by the Project have been institutionalized at the community level.** These efforts have helped to build a strong sense of ownership within the communities and have positively contributed to the long-term viability of the Project's outcomes. Some key informants suggested procuring all the equipment in Libya that the national partners could service.

The sustainability of these results is not guaranteed and faces substantial risks. The volatile and unpredictable security situation in Libya poses a significant threat to the physical infrastructure and equipment provided by the Project, which could undermine the Project's achievements. Local authorities often struggle to maintain and operate the infrastructure due to insufficient financial resources and limited technical and managerial capacities. Some key informants from supported municipalities indicated that they experience constant needs for basic equipment and basic infrastructure support. For instance, despite the positive impact, ambulance services face challenges sustaining their benefits due to resource limitations and operational difficulties.⁵⁴

Beneficiaries in communities emphasized the importance of sustainability by recommending that machinery, like trucks, should be sourced from the local Libyan market. The focus should be on finding equipment that can be repaired and maintained within the country, ensuring that resources remain accessible and manageable over time.

Multiple key informants in supported communities

⁵³ See, for instance, UNDP, Inspection Report for Rehabilitation of Sebha Community Center, Sebha Municipality, Libya

⁵⁴ IMPACT Initiatives, Provision of TPM Services to UNDP in Libya TPM of UNDP supported resilience activities in Libya – Quarter 2, 17/04/2023 – 31/07/2023

While community participation and ownership of rehabilitated or newly implemented community assets have been high, their long-term sustainability remains a concern without stable revenue streams. The ET's observations align with TPM findings, which highlighted that many municipalities struggle with ongoing maintenance due to a lack of resources or funding for repairs, as well as limited community engagement in the upkeep process. Although UNDP assesses the financial status of municipalities with the MoLG before providing support, some municipalities are unable to generate enough revenue to sustain their services due to various factors outside of Project control.

When this evaluation was underway, the Project informed the ET that UNDP initiated discussions with MoLG to develop a National Program aimed at boosting local revenues. Some partner municipalities have already signed agreements with MoLG to activate local revenue generation by setting up local accounts, assigning staff for these efforts, and starting to collect revenue. However, the success of these initiatives relies heavily on political stability and the sustainability of these revenue-generating mechanisms.

The Project's support for entrepreneurs and businesses, though valuable, has not provided continuous assistance, which is crucial for long-term sustainability. In Libya's challenging economic environment, MSMEs struggle to access financing due to perceived risks, with banks prioritizing larger, lower-risk enterprises. Without more focused, ongoing support, the broader economic impact of the Project may be at risk.

However, the Project recognizes the need for a sustainable approach. Efforts are underway to build the business lending ecosystem, including engaging banking, venture, and angel investor networks. Though operational challenges remain, initial steps have been taken to support this network.

Finding 15. The sustainability of Project results at the macro level (policy, national level) is mixed as the Project's engagement with the national decision-makers was less comprehensive and affected by political and staff changes in respected ministries.

Libya's economic outlook is cautiously optimistic, with projected GDP growth rates of 7.8% in 2024, assuming stable oil and gas prices and production.⁵⁵ Inflation is expected to stay low, and fiscal and current account surpluses are projected to improve. However, political and security instability, coupled with the economy's dependence on the oil and gas sector and vulnerability to climate change, pose significant risks.⁵⁶

The Project has expanded its work with national partners such as the MoLG, which is the key national counterpart responsible for the local authorities under Law 59 as it is tasked with "setting plans and programmes to implement the State's policy in local governance, including local public services and urban planning and development". In the ET's assessment, **while the Project made important progress in engaging ministries, private businesses, and other stakeholders, the extent of engagement could have been broader to build a coalition of supporters, especially for advancing the innovative solutions developed under Output 3.** As correctly mentioned in the EY report, Libya's business innovation ecosystem faces significant challenges due to the lack of effective coordination and a unified national vision that could align various governmental and private sector efforts. A primary concern highlighted by stakeholders is the absence of a "common vision" that would unify government actors and foster collaboration among different sectors. The lack of such a vision is a critical barrier to progress.⁵⁷

⁵⁵ International Monetary Fund, [Libya, 2024](#)

⁵⁶ African Development Bank, [Libya Economic Outlook, 2024](#)

⁵⁷ EY, Interim Report Entrepreneurship Ecosystem Research and Business Incubator Strategy development – Libya, October 2023

The Project informed the ET about its ongoing plans to shift from the initial design of national-level business incubators to a more coordinated inter-ministerial approach. This new strategy aims to foster collaboration across relevant ministries and private sector stakeholders, ensuring a shared vision and advancing policy considerations for innovative solutions developed under Output 3.

The exposure of Libyan decision-makers to effective international practices—although beneficial in raising awareness—was insufficient to ensure the adoption of these practices. **The absence of a robust advocacy strategy meant that these international models were not fully integrated into Libya's policy cycle, leaving a gap between knowledge and implementation.** This gap reflects a broader challenge in post-conflict environments, where knowledge transfer does not automatically translate into policy action. Without strong advocacy, capacity-building, and coalition-building efforts, the likelihood that these practices will be adopted and sustained by national institutions is low. For instance, the Project commissioned a comprehensive Business Incubator Strategy – Libya that contains relevant examples from Algeria, Saudi Arabia and Punjab, outlining the incubator's vision for the future, decentralized governance structure, funding, management and other critical elements that should be in place.⁵⁸ As some key informants indicated, the national authorities do not have the necessary capacities and often political will to adopt such a comprehensive strategy. In ET's assessment, while the Project made progress in bringing key stakeholders together through ecosystem consultations and presentations, there remains potential to further solidify this collaboration. Facilitating more structured discussions and workshops could help define a shared vision for the incubator ecosystem, while also developing clear, costed options for implementation along with corresponding accountability and reporting mechanisms.

Another example of innovation within the Project is the development of a cloud-based geo-data platform by Libyan Spider, designed to aid economic development and planning at the baladyati level. The platform features a user-friendly interface, advanced data mechanisms, and visualization tools critical for local economic planning and tracking. While efforts are underway to transfer the platform to the MoLG, the ET observed some uncertainty regarding the Ministry's capacity and commitment to ensuring the platform's long-term maintenance and regular staff training.

5.7 Impact/Outcomes

The impact was assessed through systematic identification of the Project effects, positive or negative, intended or not, on individual households, institutions, and resilience. The ET acknowledges that while the Project allocated sufficient resources to achieve its objectives, the lack of appropriate indicators for outcomes hindered its ability to capture and measure the broader impacts of its actions. This M&E gap stems partly from the technical challenges inherent in conflict or post-conflict conditions, where some metrics are easier to track than others. For example, measurable outcomes like the number of supported households and businesses are straightforward to document. At the same time, more abstract changes, such as increased capacities and changed attitudes, are challenging to quantify.

Although the Project achieved observable immediate impacts, such as high levels of community trainees' satisfaction, its effects on sustained community development and enhanced livelihoods and economic well-being are expected to manifest over time. The normalization of the broader security situation provided an opportunity to focus more on assessing impacts, especially to inform national policymaking. The Project did not fully capture potential impacts such as increased incomes, job creation, or improved revenues for MSMEs supported during the evaluation period. However, the Project informed the ET that these indicators will be measured 12 months after completion, recognizing that such outcomes often take time to materialize and are not always immediately visible following the

⁵⁸ EY, Business Incubator Strategy – Libya, November 2023

intervention. This planned follow-up will provide a clearer understanding of the long-term impacts of the Project's activities.

Finding 16. The evidence to fully assess Project outcomes/impact is insufficient, but the anecdotal evidence is adequate to identify three areas of impact: 1) economic empowerment and increased confidence of beneficiaries to embark on new business opportunities; 2) Improvements in basic services have positively contributed to improved livelihoods, health and education outcomes for all community members, including IDPs, returnees and migrants, but the impact was limited due to limited funding allocated; and 3) strengthened capacities of municipal authorities and CSOs to collaborate on local governance, fostering community engagement and resilience. However, the sustainability of these gains is at risk without sufficient revenue generation from national and local sources to ensure the continued application of these newly acquired skills.

The ET found that the evidence to fully assess the Project's outcomes and impact is currently insufficient. One primary reason is that the Project is still ongoing, with many initiatives and activities in various stages of implementation. Outcomes and impacts, especially in complex, multi-year projects, often become more visible only after a longer period, well beyond the project's completion.

Additionally, many of the key performance indicators measure changes over time, such as businesses development and local governance improvements, which require extended observation periods to accurately assess. The time lag between the implementation of interventions and their tangible outcomes further compounds the challenge of evaluating the full extent of the Project's success. The following analysis provides a snapshot of impact but lacks sufficient longitudinal data to assess sustained changes in beneficiaries' lives.

Impact area 1. Economic empowerment and increased confidence of beneficiaries to embark on new business opportunities.

The Project's interventions have played a pivotal role in fostering economic empowerment, particularly among youth and women, significantly altering how these groups perceive and engage with economic opportunities. Through targeted training and capacity-building efforts, the Project revitalised individual businesses and bolstered the broader economic ecosystem and overall community livelihoods.

The high demand for entrepreneurship support, particularly among Libyan youth, was evident through the strong participation in the Entrepreneurship Awareness Campaign, where over 1,000 participants attended webinars and mentorship sessions. The needs assessment conducted by the Project revealed a keen interest in developing entrepreneurial skills, which led to the successful organization of customized start-up weekends and hackathons, effectively inspiring and engaging youth to pursue their entrepreneurial ambitions.

"The equipment I received from the program had a positive effect on my project."

"The training gave me more confidence."

"The training helped me understand the Libyan market better."

Participants in FGDs of livelihood supports beneficiaries

A critical outcome of the Project is the growing willingness among youth to explore private-sector opportunities, signalling a significant shift away from the traditional preference for public-sector employment. This change reflects a broader cultural movement towards entrepreneurship and self-reliance. Notably, women beneficiaries have demonstrated remarkable resilience and creativity by investing in long-term income-generating activities, which have not only improved their economic conditions but also enhanced their confidence and roles within society. The Project has effectively equipped many beneficiaries with the skills and confidence needed to enter the labour market and pursue future job opportunities. These short-term training and employment initiatives have led to immediate improvements in

the quality of life for beneficiaries, particularly women, by expanding their societal roles, networks and boosting their self-esteem.

While the evaluation identified gaps in tracking long-term changes in beneficiaries' views and behaviors, particularly in initiatives like Deraya, it is important to note that the Project has plans for comprehensive follow-up. The Project plans to conduct surveys of beneficiaries and track outcomes. Follow-up evaluations, planned six months after completion, will monitor the success of start-ups and measure shifts in youth innovation and economic resilience, ensuring a more thorough understanding of the long-term effects.

Impact area 2. Improvements in basic services have positively contributed to improved livelihoods, health and education outcomes for all community members, including IDPs, returnees and migrants, but the impact was limited due to limited funding allocated in comparison to significant demands.

The Project's support for infrastructure rehabilitation and basic service delivery has been instrumental in fostering stability and security within supported communities. The disruption of local services had heightened vulnerabilities and fuelled tensions, but the Project's targeted and pragmatic approach to infrastructure and essential services improvement ensured equitable benefits for all community members. **As basic services and infrastructural improvements are universal by nature, any attempts to improve services for targeted groups of community residents at the expense of others could fuel tensions and conflict.**

Support for infrastructure rehabilitation and basic service delivery has been crucial in fostering a sense of stability and security in communities affected by conflict, particularly in areas where the influx of migrants, refugees, IDPs, and returnees has overwhelmed already overstretched and underfunded municipal services. Disruptions in local services have heightened vulnerabilities and contributed to local tensions. In fragile, conflict, and post-conflict settings, addressing these gaps and enhancing local government capacities to deliver public goods and services inclusively has been instrumental in fostering positive changes in state-society relations and reversing conflict trends. Rebuilding local service delivery capacities has had a marked impact on enhancing local stability and security. For instance, according to key informants, the installation of solar street lighting has significantly increased the sense of security, enabling residents to continue business activities and feel safe walking the streets after sunset.

The Project's interventions have yielded improved livelihoods, health, and education outcomes across various sectors within the targeted communities. In healthcare, for example, the rehabilitation of emergency hospital facilities in Al Brega has bolstered the community's ability to respond to medical emergencies and provided a higher standard of care—an essential improvement in a post-conflict environment where access to quality healthcare is often limited. Similarly, deploying sewage and garbage trucks has improved sanitation in underserved municipalities, directly reducing public health risks and fostering a healthier living environment.

In education, rehabilitating schools, such as Hemera School and Um Alaraneb Primary School, has provided students with safer and more functional learning environments, addressing the immediate need for improved educational facilities. This work was further supported by constructing cultural centres and installing solar-powered infrastructure, including street lighting and water pumping stations. These initiatives enhanced security and access to essential services and aligned with broader goals of sustainable development and community resilience. However, despite these successes, the overall impact of the Project has been somewhat limited by the scale of investment relative to the significant needs of these communities.

Impact area 3. Strengthened capacities of municipal authorities and CSOs to collaborate on local governance, fostering community engagement and resilience. However, the sustainability of these gains is at risk without sufficient revenue generation from national

and local sources to ensure the continued application of these newly acquired skills.

The Project significantly contributed to strengthening the capacities of municipal authorities and CSOs to collaborate effectively on local governance and community affairs.

By providing diverse training opportunities and fostering community-based initiatives, the Project enabled local actors to acquire critical skills in governance, economic recovery, social cohesion, and community security. This capacity-building effort was a key element in ensuring that local communities are better equipped to manage their affairs and address the challenges they face.

One of the Project's most notable achievements is the improvements in community engagement. **By involving affected communities in the decision-making process, the Project fostered a sense of ownership and responsibility among local residents.** This inclusive approach ensured that development initiatives were aligned with local priorities and promoted sustainability by encouraging communities to take an active role in the maintenance and management of infrastructure projects they helped to create.⁵⁹

The assessment of the training content provided by UNDP-supported CSOs revealed high levels of participant satisfaction and behavioural and attitudinal changes crucial for building resilience and fostering economic development.⁶⁰

However, **the long-term sustainability of these gains depends on the ability of local authorities and communities to generate sufficient revenue from both national transfers and local sources.** Without adequate financial resources, the skills and knowledge gained through the Project may not be fully applied, leading to the potential erosion of the progress made. Therefore, while the Project has laid a strong foundation for local governance and community resilience, ongoing support and resources are crucial to ensure that these capacities are not lost and communities can continue to thrive.

5.8 Cross-cutting issues

UNDP effectively adopted a conflict-sensitive approach throughout various aspects of the Project, ensuring adherence to the "Do No Harm" principle to avoid exacerbating local tensions. Key informants provided specific examples, such as targeted consultations with women, IDPs, persons with disabilities, and tribal representatives, ensuring that no group was favoured over another. This approach was further reflected in basic services improvements or equipment provision that benefitted all residents. Additionally, the Project's application of Human Rights and the 'Leave No One Behind' principle supported the inclusion of some vulnerable groups in decision-making processes, contributing to the Project's widespread acceptance across diverse beneficiary groups.

The Project's support for some of the most vulnerable groups, such as migrants, was less customized and limited. Migrants, who often avoid exposure due to legal vulnerabilities, were not systematically engaged or supported, partly due to a risk that such an explicit engagement would lead to tensions.

Finding 17. The Project made deliberate and diverse efforts to ensure that women benefit from its interventions across all Outputs. These efforts included targeted initiatives such as the inclusion of women in local decision-making, training programs and business

⁵⁹ Local governance is defined by UNDP as the combined set of institutions, systems and processes at the subnational level through which services, including security and welfare, are provided to citizens and through which the latter articulate their interests and needs, mediate their differences and exercise their rights and obligations. UNDP How to Guide, local governance in fragile and conflict-affected settings building a resilient foundation for peace and development

⁶⁰ IMPACT Initiatives, Provision of TPM Services to UNDP in Libya TPM of UNDP supported resilience activities in Libya – Semi Annual Report, 15/01/2023 – 31/07/2023

development opportunities that reflect community realities. Women beneficiaries displayed strong leadership skills but faced negative social norms and other systemic barriers.

Libyan women were historically marginalized during the Qaddafi period, mostly constrained to family roles, with their public roles primarily limited to mid-level public administrators or workers in the health and education sectors. The rights of Libyan women have not improved since the revolution and, by many measures, have been set back.

Women's participation in civic, political life and economic activities in supported communities vary dramatically. In Tripoli and Benghazi, many actively participate, but women stay at home in other communities, and their participation is a significant concern. While Libyan women have traditionally played an essential role in negotiating or mediating conflicts within families, clans and local communities, this legacy is often overlooked.⁶¹ At the same time, despite women being at the forefront of civil society action from 2011 onwards, this has not translated into increased women's participation in political and peace processes. Insecurity and diverse but reinforcing patriarchal elements in the country's cultural make-up have limited women's freedom of movement.

The Project has tried to address gender equality and women's empowerment in its design, implementation, and monitoring. Extensive efforts were made to ensure gender balance in participation across various activities, such as apprenticeship programs and business support. The Project, for instance, made significant strides in empowering women across various initiatives, focusing on workforce participation, training, and economic empowerment. Notably, 120 women were involved by the Project as temporary workers, participants in Cash-for-Work programs, and in start-ups, particularly in Sebha and Benghazi. Additionally, women were actively engaged in entrepreneurship activities through initiatives like Re-start-ups and Hackathons, which fostered economic independence and skill development.

The inclusion of women in all Project activities, from community level decision-making processes to employment support, has significantly empowered them, transforming some into leaders in their communities. This approach boosted their confidence and skills and elevated their status within their communities, allowing them to contribute meaningfully to community development and peace efforts.

*"As a woman I felt safe and comfortable to share my thoughts and experience during the training".
Survey response from a woman who participated in trainings under Output 1*

Women were included in community-level discussions setting priorities for the Project's interventions, where possible, and some interventions explicitly focused on gender-relevant capacity building, such as training of local community leaders. In addition to actively including women in all activities, the Project implemented **targeted interventions focusing on women's empowerment** that included, in particular, the provision of equipment for the Women's Training Centre in Al Riyayna, rehabilitation of the Women's Training Centre and provision of equipment in Derj and rehabilitation and equipping of the Women's Training Centre Jufra. These efforts are critical in empowering women, particularly in conflict-affected settings, by offering them the resources and spaces needed to build their skills, increase their economic opportunities, and contribute to their communities. According to key informants, such interventions are vital for promoting gender equality and ensuring women can access the necessary tools for personal and professional development in post-conflict communities.

In Kikla, for instance, women were involved in focus group sessions, interviews, and e-surveys conducted to assess livelihoods in the city of Kikla. The percentage of females attending the focus group was (33.9%) among the total number of session attendees.⁶²

⁶¹ [Emily Burchfield, How the exclusion of women has cost Libya, 2019](#)

⁶² Moomken Organization for Awareness and Media, Supporting the Creation of Small Businesses and Strengthening the Livelihoods of Returnees in Kikla through Asset Recovery, Final Report, 2023

Empowering Women Entrepreneurs: A Journey of Business Transformation

A success story from the Project involves a 29-year-old entrepreneur from Alkufra City who owned a struggling Health & Beauty center. Initially facing low customer traffic and considering closing her business, she discovered the Customer Relations (CR) program through a UNDP social media announcement. After participating in the program, she significantly improved her business management by focusing on customer feedback and enhancing the overall customer experience. This strategic shift not only increased customer satisfaction but also positively influenced her employees' approach to service. As a result, her business began to thrive, leading to the expansion of her services with the addition of a baby daycare center.

Source: Toyota Libya, Provision of Vocational Training on Mechanical Engineering, Customer Care, and Car Maintenance, Activity Report

Although the percentages reported in the gender-disaggregated data are smaller than parity, this is due to Libya's cultural and contextual realities. The ET's analysis of sex-disaggregated data indicators reported by the Project indicates that the Project is progressing well. For instance, the Project reported that 319 women out of a total of 598 beneficiaries were trained in social cohesion, community security and conflict mediation. Although gender-disaggregated data highlights progress in supporting women, the absence of clearly defined targets for women beneficiaries—whether in absolute or relative terms—has limited the Project's capacity to focus on advancing gender equity.

While the Project has made significant progress in promoting gender equality and empowering women, there is a lack of evidence indicating a systemic impact beyond the output level. To achieve a more profound and sustainable impact, the Project should consider adopting more systemic approaches that harness women's unique knowledge and experiences, thereby enhancing the effectiveness and longevity of responses to community challenges. Moreover, addressing cultural norms that impede women's equal participation in community development is essential for ensuring lasting gender empowerment and equality.

Finding 18. The Project's approach to inclusivity for people with disabilities, migrants and refugees has been inconsistent, with efforts to include them in various subprojects. The need for more tailored and impactful strategies to support persons with disabilities, migrants and refugees is widely recognized.

Many migrants and refugees benefitted from the Project's activities, particularly under Output 3. In some communities, Tuareg groups were intentionally included in local decision-making processes and training programs, highlighting the Project's commitment to inclusivity.

The Project's RRF anticipated the collection of disaggregated data by vulnerable groups such as IDPs, migrants, and refugees, yet no specific targets were established for these groups. While reporting on beneficiaries of community training on social cohesion and conflict mediation was disaggregated by these groups, the lack of explicit targets hinders a comprehensive evaluation of how well the interventions met the needs of these vulnerable populations. For example, out of the 50 start-ups supported by the TEC+ Business Start-Up Accelerator, 26 were led by women, 26 by youth, and only 5 by vulnerable groups, including migrants, returnees, and persons with disabilities.

Services need to be accessible to all, including refugees. However, refugees are treated differently based on their country of origin, with a clear preference given to Arabs and Muslims, while those from sub-Saharan Africa face more challenges in accessing these services.

A few key informants

The Project's commitment to inclusivity for persons with disabilities showed mixed results across different components. Some key informants emphasized the need for better-focused interventions due to rising disability rates. Despite increasing numbers, societal stigma and

inadequate infrastructure continue to marginalize persons with disabilities from employment and social engagement. Participants in FGDs suggested offering tailored, accessible training for beneficiaries with disabilities to ensure greater inclusivity.

The projects in Kikla and Tawergha highlight the success of targeted interventions in helping returnee populations rebuild their livelihoods post-conflict. In Kikla, Moomken's initiative launched over 20 businesses through entrepreneurial training and in-kind support despite logistical and banking challenges. Similarly, NRC's project in Tawergha provided business management training and asset recovery to 80 returnee households. These efforts demonstrate that, with sufficient support, returnees can effectively restart their lives. However, both projects underscore the need for more comprehensive approaches that address the needs of particularly vulnerable groups, such as persons with disabilities and migrants, to ensure broader inclusivity and impact.

While the IOM leads UN efforts in supporting migrants,⁶³ the Project could have benefited from more focused and tailored support for migrants. While some initiatives, such as the CfW programs and entrepreneurship support, included migrants and refugees, the overall impact on these groups was limited. For example, out of the 705 new jobs created, only 21 migrants and 2 IDPs were employed, indicating a minimal focus on these populations. Additionally, the Project's efforts to integrate migrants and refugees into local economies, though present, were not sufficiently robust to address the significant challenges these groups face.

The ET did not find any positive or negative unintended effects of the Project.

6 CONCLUSIONS AND LESSONS LEARNED

Strategic observations

UNDP neutrality, impartiality, international expertise and reputation in working with the national and local partners are major advantages when engaging in complex and sensitive dialogue at the national and community levels. The Project's ability to navigate the complex socio-political landscape of Libya while successfully implementing targeted interventions underscores UNDP's role as a key facilitator of sustainable development in fragile contexts. The Project laid a strong foundation for enhancing local governance, economic recovery, and social cohesion by aligning with the Sustainable Development Goals and national priorities. However, to maximize long-term impact and resilience, future initiatives would benefit from placing a greater emphasis on integrating robust exit strategies that empower local authorities and communities to sustain progress independently. Strengthening advocacy and policy engagement at the national level will be critical to ensure that successful local interventions are scaled up and embedded within national frameworks, thereby driving systemic change and resilience.

The Project design is cautiously optimistic, modest, pragmatic and realistic and designed for conditions of Libya that can be characterized by a lack of basic security, political instability, poor governance, limited decentralization reform with inadequate or absent budgetary transfers to communities and institutionally weak partners in government, local authorities and civil society. It correctly identified core venues and activities to achieve expected results but was less clear in identifying indicators to capture Project outcomes. While the focus on strengthening livelihoods and local governance is well-founded, the Project would benefit from a more clearly defined exit strategy, particularly for Output 3, which centres on livelihood and economic development.

In terms of relevance, the Project is highly relevant and is fully in line with the national priorities and supportive of local needs. Despite operating within a challenging security and political context, the Project is strongly aligned with the SDGs, national priorities, and the UNDP Country Programme. It effectively addressed key challenges such as governance,

⁶³ [IOM in Libya website contains comprehensive information on IOM roles and responsibilities in Libya](#)

economic recovery, and basic service provision, contributing to SDGs related to poverty reduction, health, gender equality, and sustainable communities. The Project's support was well-received by Libyan partners, particularly in its efforts to strengthen local governance through decentralization and capacity-building initiatives.

At the community level, the Project's interventions were highly relevant and grounded in thorough community assessments and participatory decision-making processes. These assessments ensured that the Project's initiatives were tailored to each municipality's unique political, social, and cultural dynamics. As basic services are universal by nature, any attempts to improve services for targeted groups of community residents at the expense of others could fuel tensions and conflict. The Project adopted a correct approach to improving services for all community members, without exception. The Project support has been well structured, enabling communities to address the most urgent needs. However, the Project's continuous relevance is contingent on several factors, notably the adequacy and consistency of financial transfers from central authorities to municipalities.

The Project employed adaptive management strategies to maintain its relevance, ensuring that interventions were flexible and focused on beneficiaries' needs. These strategies included aligning interventions with MoLG policies, using local data to prioritize and adjust activities, maintaining close communication with communities, and engaging vulnerable groups like women, IDPs, and persons with disabilities in setting local priorities.

In terms of effectiveness, the Project is effective. The majority of targets will most likely be achieved by the end of the Project in 2024. Despite the challenging security and political environment in Libya, the Project successfully conducted 22 participatory needs assessments, completed 16 civil works, and delivered 388 sets of equipment, directly benefiting over 20,000 individuals and indirectly benefiting more than 720,000. The Project's interventions, such as the provision of ambulances and sewage trucks and the rehabilitation of schools, have significantly improved access to essential services, particularly in health, sanitation, and education. However, the scale of challenges in some communities necessitates more substantial and sustained efforts beyond the initial support provided.

Under Output 2, the Project has effectively enhanced social cohesion and local governance by operationalizing community department units, empowering CSOs, and fostering collaboration among residents of municipalities. Through training and financial support, the Project engaged 598 individuals in peacebuilding and social cohesion initiatives, exceeding its target of 250 community members. The Project's support for CSOs facilitated dialogue expanded livelihood opportunities, and promoted peacebuilding, particularly among women and youth. However, the engagement of migrants was minimal, indicating an area for potential improvement.

Output 3 focused on promoting local economic recovery and creating employment opportunities. The Project supported the creation of 705 jobs and 92 start-ups, with a strong emphasis on youth and women. Initiatives like TEC+ and asset recovery programs provided essential support to vulnerable groups, contributing to economic resilience. However, challenges such as logistical delays and the non-operational status of the Tripoli business incubator limited the full realization of the Project's goals. Additionally, the Project's vocational training initiatives successfully equipped participants with market-driven skills, but more efforts are needed to ensure the sustainability and long-term impact of these interventions.

In terms of internal coherence, the Project demonstrated partial success in creating synergies between improving basic services and enhancing social cohesion through its integrated area-based development approach. While Outputs 1 and 2 were well-coordinated within targeted communities, contributing to enhanced living conditions and stronger local governance, the geographic separation of Output 3 activities, which focused on economic recovery, limited the full realization of potential synergies. Additionally, although the Project well networked with donors and development partners, it missed critical opportunities to consolidate efforts in economic development, which could have led to more systemic

changes and greater long-term impact through better coordination and integration and collective policy advice with other international actors.

In terms of efficiency, the Project was managed efficiently, with resources allocated effectively to achieve its objectives despite challenges such as security issues, COVID-19 disruptions, and high staff turnover. UNDP ensured that financial resources were utilized cost-effectively, with spending aligned with the approved budget. However, procurement delays, particularly in delivering equipment, affected the timeliness of some interventions, leading to no-cost extensions. The high transaction costs associated with certain Output 3 activities, particularly job creation, raised concerns about overall efficiency. Additionally, while the Project's reporting mechanisms were robust and provided detailed progress updates, the lack of a dedicated policy and knowledge mobilization capacity limited the translation of successful practices into broader policy advice, potentially reducing the Project's long-term impact.

The Project was effective in tracking and reporting on output-level indicators, but it lacked robust outcome-level indicators that made it challenging to assess the Project's contribution to long-term goals, particularly under Output 3, where activities could have been scaled up and integrated into national systems and policies. The Project could have benefitted from a mid-term review to adjust targets and strategies in response to the dynamic and challenging environment.

In terms of sustainability, the risks to Project sustainability are diverse and exacerbated by evolving conflict situations. The sustainability of the Project's achievements at the micro level—encompassing individuals, households, businesses, and communities—is generally positive but varies across different communities and interventions. The Project successfully enhanced sustainability through strategies such as community involvement in decision-making and providing technical support. However, sustainability is threatened by Libya's volatile security situation and the limited financial and technical capacities of local authorities. Additionally, while community participation and ownership have been high, the Project's lack of continuous support for entrepreneurs and businesses, especially in the challenging lending environment for MSMEs, poses a significant risk to the long-term sustainability of economic recovery efforts under Output 3.

In terms of impact, the Project had a positive impact in three key areas: economic empowerment, improvements in basic services, and strengthened local governance capacities. It fostered economic empowerment, particularly among youth and women, by equipping beneficiaries with the skills and confidence needed to pursue new business opportunities, leading to increased private sector engagement and self-reliance. Additionally, the Project's support for infrastructure rehabilitation and basic service delivery in health, education, and sanitation significantly improved livelihoods and contributed to community stability, although the impact was somewhat limited by the scale of investment relative to the needs.

The Project also strengthened the capacities of municipal authorities and CSOs, enhancing their ability to collaborate on local governance and community resilience. These efforts led to increased community engagement and ownership of development initiatives, contributing to more effective and sustainable local governance. However, the sustainability of these gains is at risk without sufficient revenue generation from national and local sources, which is crucial for the continued application of the skills and knowledge acquired through the Project. While the Project laid a strong foundation, ongoing support and resources are essential to maintain and build on the progress achieved.

In terms of cross-cutting issues, The Project effectively adopted a conflict-sensitive approach, adhering to the "Do No Harm" principle and ensuring the inclusion of various vulnerable groups in decision-making processes. Targeted consultations with women, IDPs, persons with disabilities, and tribal representatives helped prevent favouritism and contributed to widespread acceptance across diverse beneficiary groups. However, the

Project's support for migrants was limited and less customized due to their legal vulnerabilities and the potential for creating tensions, which hindered systematic engagement with this group.

In promoting gender equality, the Project made significant strides, particularly in empowering women through participation in local decision-making, training programs, and business development opportunities. Despite these efforts, the systemic impact on gender equality remains limited due to deep-rooted cultural norms, lack of gender-specific targets, and insufficient resources for sustained women's empowerment and leadership participation. The Project's approach to inclusivity for persons with disabilities, migrants, and refugees was inconsistent, with varying success across different interventions. While some migrants and refugees benefitted, particularly under Output 3, the overall impact on these groups was minimal, highlighting the need for more tailored and focused strategies to ensure broader inclusivity and long-term impact.

Lessons learned

The ET has identified the following lessons learned:

- **Building resilience in Libya demands a multidimensional and long-term approach with stable and continuous funding that addresses economic, environmental, social, and institutional risks.** The phased approach where the Project constitutes Phase 3 allowed for scaling up and focusing operations in line with emerging needs, but a more integrated, long-term investment strategy may better support sustainable development in Libya, reducing the need for distinct phases.
- **Understanding and continuous monitoring of community-level realities is critical to ensuring successful Project interventions.** It is particularly important in the application of the Do No Harm principle so that the interventions are not perceived to benefit one group over another and reinforce lines of division as well as Human Rights and 'Leave No One Behind' principles that require including women, persons with disabilities, IDPs, refugees and migrants, poor and other vulnerable groups.
- **As UNDP's work on local development in Libya becomes increasingly complex, focusing on livelihoods, economic development, and local strategic planning, the importance of innovation, social behaviour change strategies, and effective knowledge management is paramount.** To ensure the success of its evolving program, UNDP must prioritize the systematic transfer and application of insights gained from past experiences while fostering innovative approaches to address Libya's multifaceted challenges. By equipping national partners with the necessary skills and knowledge, UNDP can enhance the sustainability and relevance of local development efforts, ultimately achieving a long-term impact in the region.
- **The importance of effective donor and development partners coordination is increasing as the focus shifts from humanitarian support to development,** with a focus on livelihoods and economic development. As the issues addressed become more complex and include capacity building, economic development and governance improvements and working more extensively with decision-makers, proper alignment and sequencing of international partners' interventions become critical to achieving long-term sustainable results.
- **Effective engagement with target groups such as women, youth, persons with disabilities, and migrants requires interventions that are customized to their specific needs and circumstances, while also preserving stability within the community.** For example, establishing dedicated and safe spaces for women to receive training, ensuring that youth programs focus on relevant education and employment opportunities, and designing interventions for persons with disabilities and migrants with accessibility and inclusivity in mind are essential. These tailored approaches not only enhance participation

but also promote social cohesion, which is vital for maintaining community stability and achieving sustainable development outcomes. By recognizing the diversity of these groups and addressing their unique challenges, development initiatives can be more impactful and equitable.

7 RECOMMENDATIONS

Several critical steps must be undertaken to achieve sustainable stability and growth in Libya. Firstly, reaching a lasting political settlement is essential, as well as addressing governance structures and ensuring inclusive participation from all factions. Holding presidential and parliamentary elections is critical for restoring the legitimacy of Libya's institutions and breaking the long-standing political deadlock. **Despite having the constitutional and legal framework for elections, key Libyan institutional stakeholders remain hesitant to address politically contested issues necessary for holding elections.** The prospects for elections and a stable political resolution remain uncertain, reflecting the complex and volatile nature of Libya's current political landscape. Secondly, developing a shared vision for economic and social development that translates into a national budget focused on maintaining critical infrastructure and building human capital is crucial for long-term growth. Additionally, implementing a transparent and accountable public financial management system will ensure the equitable distribution of oil wealth and effective inter-governmental fiscal transfers. This system should emphasize efficient budget planning, execution, and reporting to enhance transparency and accountability. Finally, comprehensive social policy reform is needed to distinguish between social transfers to those in need and public wages, ensuring that social assistance is effectively targeted and promotes fiscal sustainability.⁶⁴

Most likely, Libya will have adequate fiscal space to mitigate the socioeconomic impacts of fragility and conflict, improve public services, invest in infrastructure, support economic development, and improve the quality of living standards. It **may not have the necessary governance systems and public administration capacities** at the central or municipal levels to achieve these objectives.

Strategically, **UNDP should continue to shift its focus from early recovery support modalities to development-oriented approaches, with focus on institutional change and policy development.** A balanced emphasis on both policy and community/cities development is essential. Proven development principles—such as local ownership, sustainability, evidence-based design and implementation, strong monitoring and evaluation, country ownership, and a focus on institutions and local capacity—should guide this shift. Table 7 below summarizes the key internal and external strengths and weaknesses that will shape the next steps in this shift.

Table 7. A summary of internal and external supporting and constraining factors to support a shift to development-oriented approaches.

External strengths (Government and local authorities)	Internal strengths (UNDP)
Broad acceptance by the Government of the need to invest in local governance and strengthen the capacity of local authorities.	High level of relevance of local interventions to national and community-level priorities and needs.
Sufficient budget revenues to enable increased transfers to local authorities to support basic services and targeted measures supporting the most vulnerable groups.	Flexibility and innovativeness in responding to changing needs.
Improved capacities of local authorities, including the adoption of participatory decision-	Capacity to deliver results on the ground due to continuous local presence in both GNA and non-GNA communities.

⁶⁴ World Bank, [Libya Context, 2023](#)

making models to manage basic services and support local development.	Capacity and reputation to coordinate local development interventions with multiple donors.
External challenges (Government and local authorities)	Internal challenges (UNDP)
Continuous security challenges	Limited capacity to support national and local development policymaking, including budgeting.
Limited progress in governance reforms. Ensuring consistent center-community budget transfers	Limited knowledge mobilization capacities to use evidence from local development interventions to support policy advocacy.
Limited capacity of national partners to lead comprehensive cross-sectoral interventions involving relevant development partners to address complex challenges faced by municipalities	Complex and lengthy internal business processes negatively affecting procurement and contracting.

The recommendations presented below are based on the assumptions of stable security and political conditions, but UNDP is advised to monitor political and security development and be ready to take corrective actions if conditions deteriorate. The following specific recommendations are aligned with key evaluation findings.

The following specific recommendations are informed by key evaluation findings.

Recommendation 1: Implement area-based, comprehensive development interventions that prioritize the most vulnerable communities, grounded in thorough local assessments. Enhance coordination at the community level with all relevant partners, including international development organizations, to advance coherent, long-term resilience-building solutions. (long-term, medium priority).

Recommendation for UNDP, with active engagement of relevant UN sister agencies, other development partners and donors

Recommendation is informed by findings: 1, 6, 9, 16

Although the Project aimed to deliver synergies through coordinated, community-level solutions, it did not fully realize these expectations. **UNDP is encouraged to collaborate with national and local authorities and development partners to implement bundled interventions within the same geographic areas, whether at the community level or across clusters of communities.** This approach can maximize the impact of local development by ensuring complementary activities that tackle interconnected challenges in a cost-effective and comprehensive way.

The area-based development led by UNDP can reduce costs through shared resources and coordinated efforts and address interconnected challenges holistically, leading to sustainable outcomes. UNDP is advised to establish clear criteria for selecting areas for intervention to avoid bias or overemphasis on specific regions and communicate this information to all stakeholders. The Project's effectiveness and impact and cost-effective utilization of scarce resources can be significantly enhanced by better international development partners coordination at the planning and implementation levels.

To address the challenges of limited knowledge on local development, it is crucial to implement evidence-based data mechanisms such as a geo-data platform developed by the Project. This platform would provide real-time, comprehensive local economic data, enabling better planning, decision-making, and coordination among stakeholders, while fostering targeted, data-driven interventions. This will help overcome the main obstacles to local economic development, including the gaps in market data, limited resources, and the disconnect between larger centers and smaller municipalities.

Given that different donors may work in the same communities with varying priorities, UNDP and other donors can improve effectiveness by understanding each other's strengths, objectives, and constraints and harmonizing priorities where possible. A clear coordination mechanism among stakeholders can enhance complementarities and ensure efficient implementation. Specialization in areas like solid waste management, education, and healthcare can further optimize support. Moving towards a harmonized approach to fiduciary controls, security rules, procurement policies, and monitoring and evaluation practices can benefit all partners.

Recommendation 2: Make a focus on policy advice and capacity building more explicit and translate knowledge and expertise acquired through the implementation of local development interventions into a set of practical and budgeted recommendations and tailored capacity-building interventions (medium-term, high priority).

Recommendation for UNDP and Project

Recommendation is informed by findings: 8, 12, 14, 15

Prior to Project completion, the Project is advised to mobilize the accumulated knowledge on livelihood supports provided. As UNDP continues transitioning from a humanitarian to a development-oriented approach, it is strongly recommended that it utilise the extensive knowledge accumulated on livelihood supports to provide policy advice to MoLG on local development. More specifically, UNDP is advised to work in the following areas:

- **The Project is strongly advised to adopt a comprehensive Knowledge Management (KM) strategy** covering the creation, storage, transfer, and application of knowledge. By systematically documenting and sharing best practices, lessons learned, and innovative approaches, the Project can ensure that valuable insights are utilized effectively across different municipalities. Establishing a centralized repository for easy access to information, coupled with targeted training and peer-learning initiatives, will facilitate the transfer of knowledge to local stakeholders. This approach not only ensures that successful interventions are scaled nationwide, especially in vulnerable communities, but also promotes continuous improvement and adaptation of strategies based on real-time feedback.
- **UNDP is advised to provide policy advice for decentralization and local and urban economic development.** The evidence on the municipal or urban development and livelihood supports should be synthesized and used to inform decentralization and local economic development policies. This can guide the MoLG and other relevant ministries in shaping policies responsive to local needs while fostering resilience and minimizing conflict risks. UNDP is advised to advocate that any new decentralization strategy, policy and program have the appropriate budget allocations, well-identified parties responsible for their implementation, and clear reporting/monitoring procedures. UNDP is strongly advised to partner with other international partners supporting strategic aspects of decentralization reforms to ensure that they are properly funded and supported operationally.
- **UNDP should identify and scale up livelihood support solutions such as Job competency centres that create significant employment opportunities with minimal investment.** This includes exploring off-grid renewable energy systems in critical social sectors as a viable solution to Libya's electricity challenges.
- **Generic online training modules for local authorities can be developed.** These programs should focus on key areas such as decision-making, planning, revenue mobilization, human resource management, and participatory governance. By enhancing the fiscal capacity of local governments and equipping administrators with the necessary planning, budgeting, and accounting skills, these training modules will help local authorities manage public finances effectively and deliver services that meet community needs.
- Recognizing the limited engagement of CSOs in municipal decision-making, UNDP is well-positioned to **continue building the capacities of CSOs** and facilitate their participation in local joint planning and implementation processes. This will ensure that the concerns of

communities, including vulnerable groups, are systematically addressed through local development processes.

Recommendation 3: Focus on women as agents of change and not just as beneficiaries in local development interventions. Emphasize gender equality, participation and empowerment, set specific gender targets and have a full-time gender specialist in the following Projects focusing on local development.

Recommendation for UNDP

Recommendation is informed by findings: 2, 6, 17

The Project has demonstrated that **women possess significant potential to lead community development and contribute effectively to resilience and peacebuilding efforts.** Moving forward, it is crucial to shift the focus from viewing women merely as beneficiaries to recognizing and empowering them as key agents of change. Gender equality, participation, and empowerment should be central to all future local development initiatives. To ensure these goals are met, specific gender targets must be set, and a full-time gender specialist should be included in the project team to provide focused expertise on gender-related issues.

A strategic objective for all development partners in Libya should be to **initiate and support the transformation of social norms surrounding women's empowerment.** The deep-seated stereotypes and internal biases among decision-makers, local authorities, and citizens present a significant barrier to women's advancement. UNDP can play a critical role by expanding its capacity development efforts to include strategically designed interventions aimed at changing social norms.

Empowering Jufra: Transforming Lives Through Women's Training Center

The restoration and operationalization of the Women's Training Center in Jufra has yielded significant benefits, particularly in empowering local women by providing them with practical skills and employment opportunities. The center, equipped with all necessary accessories, has trained around 100 women, focusing primarily on clothing production for hospitals and municipal centers. This initiative not only enhances the economic independence of the women involved but also supports local institutions by supplying essential goods. Although challenges remain, such as low income, limited raw materials, and difficulties in integrating IDPs and migrants, the center has laid a strong foundation for future growth. Plans to involve more IDPs and migrants in the center's activities underscore its potential to foster social inclusion and broaden its impact across the community.

Source: Desk documents review and interviews

Given that gender social norms vary significantly across communities and may not always be conducive to rapid change, future UNDP interventions should be designed to address these deep-rooted cultural and societal norms. Incorporating a full-time gender specialist in Project teams can facilitate the development of community-tailored gender analyses, training for implementing partners on designing and executing gender-focused interventions, and active engagement with communities to foster women's economic empowerment. **By raising awareness about the importance of gender equity and ensuring that gender considerations are integrated into all aspects of local development, future projects can build on the successes of the current initiative and drive long-lasting, transformative change in Libya.**

Recommendation 4: Revise the M&E framework to capture and assess effective practices and innovations better to inform policy advice (medium-term, high priority).

Recommendation for the Project

Recommendation is informed by findings: 3, 13

To enhance the effectiveness of the Project, it is advisable to **align its M&E framework with strategic goals related to knowledge management and policy advice generation.** The

Project's indicators should be expanded to capture the long-term impacts of interventions, such as job sustainability, income generation, and the transition from temporary to permanent employment. This can be achieved by incorporating metrics that track employment continuity and quality over time, such as income stability and career progression. Similarly, the income generated by these jobs and the growth or survival rate of start-ups and small businesses can serve as indicators of economic resilience and long-term impact. The M&E framework should remain adaptable to emerging needs, allowing for the adjustment of indicators in response to changing contexts or unforeseen challenges—a necessity in conflict-prone environments where conditions can rapidly evolve.

The M&E system should be closely integrated with the Project's knowledge management strategy. **Beyond tracking outputs, it should systematically capture and store lessons learned, best practices, and innovative approaches that arise from Project activities.** By building a robust knowledge repository, the Project can ensure that successful interventions are well-documented and shared both within UNDP and with external stakeholders. This knowledge base should be actively leveraged to inform future policy advice on local development, resilience building, and economic growth.

Additionally, the Project's M&E system should be designed to collect data that is directly relevant to policy formulation and advice, particularly in the context of Libya's efforts to decentralize governance and empower local authorities, such as municipal councils. While local successes hold promise for stabilization, their integration into a cohesive national framework is essential for achieving comprehensive political and economic stability. Therefore, the Project should monitor the effectiveness of decentralization efforts, the integration of local successes into national strategies, and the long-term sustainability of community-based initiatives. By aligning M&E efforts with the needs of policymakers, the Project can more effectively contribute to the development of strategies that promote stability and resilience in Libya.

Annex 1 Evaluation Terms of Reference



This project is funded by the European Union



Terms of Reference

Individual Consultant (International)

Office: UNDP Libya
Final Evaluation of “Strengthening Local Capacities for Resilience and Recovery (SLCRR Top-up)” Project
“Strengthening Local Capacities for Resilience and Recovery (SLCRR Top-up)” Project
Type of Appointment: Individual Consultant (International)
Duty Station: Home-based
Period of assignment/services: 40 working days
Payment arrangements: Lump Sum (payment linked to deliverables)
Expected start date 02 January 2024

Proposal should be submitted by email to tenders.ly@undp.org no later than **08 Oct 2023, 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.

Background and Context

Libya, with an estimated population of 6.6 million and 0.85 million of migrants, refugees and asylum seekers⁶⁵, continues to face myriad challenges in its transition to democratic rule in the aftermath of the 2011 revolution. The period following the end of the authoritarian regime saw a weakening of central government authority, causing the emergence of rival claimants to political authority; the fragmentation of the security sector; and severe economic decline due to decreased oil production and exports linked both to the deteriorating political and security situation and the decline in oil prices. The people of Libya suffer the collapse of public services, especially education and health, higher prices through cuts to food and fuel subsidies, conflict-related loss of shelter and livelihoods and major setbacks in ensuring the safety of citizens and the rule of law.⁶⁶

The public administration, which is responsible for the provision of public services in Libya, suffers from the vacuum of effective governance and leadership at the central level and skyrocketing fiscal deficit, and therefore public services and utilities are regularly disrupted, if not completely shut down in some localities. In such context, local-level actors, and particularly municipalities, are trying to fill in the gaps. Often, they seek to develop collaborative solutions with civil society, the private sector and community leaders, for responding to urgent needs of the local population. However, their limited decision-making autonomy, weak technical capacities and low financial resources, greatly limit their responsiveness to fast-changing

⁶⁵ UNHCR and IOM Joint Statement 11 July 2019

⁶⁶ UNDP Libya's Country Programme Document (CPD) (2019-2020)

conditions. In the most affected areas, the delivery of basic social services is disrupted and the capacity of state institutions to maintain a safety net diminished. The conflict impacts service delivery systems in various ways: direct damage to infrastructure, attrition of staff and other staff-related issues (e.g. late payment of salaries), increased financial costs involved with operations and maintenance, breakdown in the institutional oversight and coordination, and more.

In addition to broader political and economic vulnerabilities, certain groups experience specific forms of exclusion. Approximately 1 million people⁶⁷, including internally displaced persons (IDPs), returnees, vulnerable non-displaced Libyans, migrants, refugees and asylum seekers, are in urgent need of humanitarian assistance, access to services and jobs. Migrants in Libya are highly vulnerable, facing sexual violence and other violations and abuses.⁶⁸ Increased violence against women is also a feature of the conflict and a consequence of violent extremism. Many IDPs and returnees also face tensions with resident communities given the conflict history and this represents an additional burden for already-stretched local conflict management platforms. IDPs, refugee, migrants and minorities who lack personal, tribal or community connection to their place of residence are usually more vulnerable to interpersonal violence than average Libyan citizens. Migrants and refugees are often vulnerable to arbitrary detention for indefinite periods of time in deplorable prison conditions, with little access to water, food, healthcare, sanitation and hygiene.⁶⁹ Mayors also face a hostile public opinion if they want to assist migrants as host community members expect from them that they respond first to their deteriorating living conditions.⁷⁰ In fact, the needs of marginalized groups are mostly answered by civil society and international aid organizations, as the public administration and municipalities lack both resources and willingness to go the extra-mile and serve the most vulnerable, especially when their presence is politically contentious.

Municipalities work with a wide array of formal and informal actors that play a key role in responding to the immediate needs of the population (e.g. executive organs in delivery public services; tribal structures in reducing local conflicts; private sector in generating jobs). Supporting municipal leadership to deliver tangible results through collective action can help strengthen social peace and bridge the gap between state and society. Supporting local governance requires essential and key support to be provided in several sectors to ensure basic service delivery to the people. The most critical sectors requiring support are economic sector and labour market, health, education, energy, water and sanitation, and waste management.

The project aims at supporting local authorities and vulnerable populations in Libya to respond to the many conflict and human mobility induced challenges - by strengthening the local resilience and recovery mechanisms - that impact negatively people access to essential services, the social cohesion, stability and security of communities, and the sources of jobs and the livelihoods. The project aims to improve the living conditions and resilience of vulnerable populations (including migrants, refugees, IDPs, returnees and host communities), in particular in the municipalities most affected by migratory flows and/or damaged by the conflict.

The project is aligned to UNDP Libya's Country Programme Document (CPD) (2019-2020) and the UN Joint Country Assessment (JCA) developed under the United Nations Strategic Framework (UNSF) 2019-2020 for Libya, and considers the priorities set by the European Commission in the joint Communication "Migration on the Central Mediterranean Route: Managing flows, saving lives" released on 25 January 2017, and further developed by the European Council in the Malta Declaration issued on 3 March 2017. This project contributes to achieving, among others, the Goal 1 (no poverty) and 10 (reduced inequalities) of the Sustainable Development Goals (SDGs). It also contributes to achieving other goals (2, 3, 4, 5, 6, 7, 8 and 16). It is aligned with UNDP Strategic Plan (SP) 2018-2022 to build resilience to shocks and

⁶⁷ 2020 Global Humanitarian Overview, December 2019

⁶⁸ Report of the United Nations High Commissioner for Human Rights on the situation of human rights in Libya (A/HRC/34/42), 2017.

⁶⁹ Mark Micallef, The Human Conveyor Belt: trends in human trafficking and smuggling in post-revolution Libya. March 2017.

⁷⁰ Core Government Functions Assessment, UNDP Report March 2017

crises via signature solutions 1 (keeping people out of poverty) and 3 (enhance national prevention and recovery capacities for resilient societies).

The present project is funded from the North of Africa Window of the European Union Emergency Trust Fund for stability and addressing root causes of irregular migration and displaced persons in Africa (EUTF – NOA) and it is a top-up to the action “Strengthening Local Capacities and Resilience in Libya” agreement no. T05-EUTF-NOA-LY-03-03/T05.149. It also builds on experience gained under the action “Strengthening Local Capacities and Resilience in Libya” agreement no. T05-EUTF-NOA-LY-05-02/T05.466.

The project draws from the key lessons learnt from UNDP’s interventions implemented in conflict and post-conflict settings whereby only a comprehensive, integrated approach addressing concurrently basic services, social cohesion/reconciliation and security as well as local economic development will produce sustainable results.

The project is in line with the priorities of the Ministry of Local Government (MoLG) in the area of service delivery while ensuring a conflict sensitivity approach to Do No Harm so that project interventions do not exacerbate existing tensions, but mitigate them, thus contributing to local peacebuilding.

As highlighted in the SLCRR mid-term evaluation⁷¹ the project comes as a welcome support to fill the needs in terms of reconstruction of essential damaged infrastructure and facilitate essential service provision for recovery and stability. The provision of improved public services directly fills a gap in the current situation in many of the target municipalities, in particular for the vulnerable groups. The project filled many gaps in terms of reconstruction of essential infrastructure in a number of key service areas (notably health, education, water and sanitation) as well as in the development of an inclusive municipal platform that brought together the various groups living in the municipalities to develop a conflict sensitive mechanism to identify municipal priorities. Empowering the municipalities in the coordination and communication regarding the choice of the projects and activities to be undertaken lead to a good acceptance of UNDP as a major actor in Libya that is able to work in an impartial manner in both GNA and non-GNA municipalities. Similarly, the provision of support to develop employment and income-generating activities comes as a priority to contribute to the development of the resilience of the population and contributes to the restoration of a fragile stability in the country. UNDP has the potential to up-scale the good practices to create area-based programming around those municipalities covered with the SLCRR project in order to gradually expand into the regions by continuing working with a needs-based assessment approach, strengthening the conflict sensitive approach and programme design, with an improved risk management system for the investments made.

Accordingly, the theory of change that underlies the project rests on a number of interconnected assumptions, principles, and lessons learnt from the global approach and experiences⁷² of the partner agencies (EU and UN) in similar contexts and in their ongoing work in addressing migration related issues, as well as experiences learnt through the SLCRR project, as detailed below.

The **Project’s Theory of Change** assumes that *if* essential service delivery is provided, ensuring that livelihoods capital is preserved with increased income-generation and livelihoods opportunities for the most vulnerable, with capacities for local authorities and rule of law institutions strengthened, *then* the trust between the communities and the municipalities will be strengthened as a result of the authorities responding to the populations needs, and the communities will be empowered to lead recovery and build resilience, and the population groups (host communities - including Internally Displaced Populations (IDPs) and returnees - as well as migrants and refugees) can effectively cope with and mitigate the risks of irregular migration and be strong drivers of resilience-building and development efforts. supporting local authorities in Libya to respond to the many conflicts and human mobility induced challenges

⁷¹ UNDP External Mid-term Evaluation of UNDP’s Strengthening Local Capacity for Resilience and Recovery Project in Libya, October 2019, covering SLCRR Project under Agreement no. T05-EUTF-NOA-LY-03-03/T05.149

⁷² UNDP Programme Guidance Note on ‘[Municipalities and People on the Move. Cities’ Development Policies for Successful Local Management of Migration and Displacement.](#)’, October 2017

that impact negatively people access to essential services, and community security, and the sources of jobs and livelihoods.

The project aims to improve the living conditions and resilience of vulnerable populations (including host communities, migrants, refugees, internally displaced persons, and returnees), in particular in the municipalities most affected by migratory flows, damaged by the conflict and/or affected by the new challenging situation created by the COVID-19 pandemic.

The project is built around three outputs:

1. Enhanced provision of basic services at local level targeting the most vulnerable groups, including Internally Displaced Populations (IDPs), returnees, migrants and refugees.
2. Capacities of target communities and local stakeholders enhanced towards social cohesion, community security and rule of law.
3. Employment opportunities created and individuals supported to develop economic income generating activities.

This project is implemented in close cooperation with the Ministry of Local Governance, targeted municipalities and local and international partners.

The expected results include:

- 22 needs assessments based on a participatory approach conducted to identify priorities for enhancing basic services
- 20 municipalities supported to improve their basic services, and 700,000 people in targeted municipalities with access to basic services
- 150 municipal staff with enhanced skills for improved service delivery
- 200 municipal staff and 250 community members trained on social cohesion, community security and conflict mediation
- 15 local activities/ initiatives supported towards peaceful coexistence, community security and social cohesion
- 3 community security infrastructure constructed/rehabilitated
- 5 local economic assessments conducted to identify relevant economic interventions in targeted municipalities
- 26 start-ups and small businesses supported/created
- 6 apprenticeship programmes organized in partnership with private sector companies, and 800 people benefiting from apprenticeship programmes
- 800 new jobs created

The project is implemented directly by UNDP in the following 34 municipalities:

- South (9): Achargya, Al Grefa, Bint Baya, Ghat, Idri Achaty, Jufra, Murzuk, Sebha, Ubari
- East (10): Ajdabiya, Al Brega, Benghazi, Jaghra, Jalu, Mrada, Ojla, Robyana, Tazerbo, Tobruk
- West (14): Al Qala, Al Riyayna, Azahra, Baten El Jabal, Derj, Ghadames, Kikla, Msallata, Nalut, Qassr Alkhyar, Tawergha, Zawiya South, Zawiya West, Zuwara
- Greater Tripoli (1): Tripoli Centre

This evaluation builds upon the mid-term evaluation of the Strengthening Local Capacities for Resilience and Recovery (Output 00105858).

Project/outcome title	“Strengthening Local Capacities for Resilience and Recovery (SLCRR Top-up)” T05-EUTF-NOA-LY-09 T05.1253
Atlas ID	Award ID 104158 Output 119174
Corporate outcome and output	UNSF outcome involving UNDP No. 3: By 2022, 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.
Country	Libya

Region	RBAS	
Date project document signed	01 May 2020	
Project dates	Start	Planned end
	01 May 2020	30 June 2023 (with possible extension to 31 December 2023)
Project budget	EU contribution 18,000,000 EUR estimated at 19,800,000 USD	
Project expenditure at the time of evaluation	15,756,498 USD as of 31/12/2022	
Funding source	EUTF	
Implementing party	UNDP Libya	

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

The purpose of the evaluation is to assess the validity of UNDP Libya SLCRR project design (including Theory of Change), as well as the project's relevance, effectiveness, efficiency, sustainability, and approaches to social inclusion during implementation. The evaluation will assess the intended and unintended outputs, outcomes and impact of the project on the target communities and make recommendations to enhance operational and programmatic effectiveness of similar initiatives in comparable situations and and coordinated, area-based programming moving forward.

The project evaluation will include a review of the project design and assumptions made at the beginning of the project and the development process. It will assess the extent to which the project results have been achieved, and cross cutting issues such as gender, conflict sensitivity, and human rights have been addressed. It will also assess whether the project implementation strategy has been optimum and recommend areas for improvement and learning. The evaluation's specific objectives include:

- Examine the project theory of change by testing the relationship between activities, outputs, outcomes, and wider context.
- Review the appropriateness of the implementation strategy and the overall performance of the Project in achieving the intended outputs and their contributions to outcome level goals by providing an objective assessment of the intervention achievements, constraints, performance, results, relevance, and sustainability.
- Identify factors which facilitated or hindered the results achievement, both in terms of the external environment and those related to internal factors.
- Identify and assess the project's response mechanisms and adaptability to unforeseen external and internal factors.
- Determine whether the SLCRR project's coordinated and area-based approach functioned as intended (building synergies across interventions and leveraging results for the success of others).
- Define the extent to which the Project addressed cross cutting issues including gender, human rights, disability issues, and conflict sensitivity.
- Establish and document the positive impact and any negative or positive unintended consequences of activities and the relevance to the overall strategy, to validate results in terms of achievements toward the outputs; to examine to what extent interventions supported co-existence efforts, strengthened and empowered and enhanced participation of vulnerable groups particularly in decision making and resources sharing.
- Document lessons learned, best practices, success stories and challenges encountered throughout the project design and implementation stages to inform future initiatives. Formulate clear, focused, and forward-looking recommendations to inform future UNDP Libya

programming and internal coordination in the context of COVID-19 and continued political instability.

The end users of the evaluation results include UNDP management, programme and project staff, stakeholders and the donor. The evaluation will cover the entire project duration, from its beginning to the anticipated end date. The evaluation will be conducted over 40 working days period beginning on 02 January 2024. The evaluator will also take into account the findings of previous project evaluation.

The geographic locations to be covered within the scope of the evaluation include the municipalities benefitting from the project support, including Achargya, Al Grefa, Bint Baya, Ghat, Idri Ahati, Jufra, Murzuk, Sebha, Ubari, Ajdabiya, Al Brega, Benghazi, Jaghra, Jalu, Mrada, Ojla, Robyana, Tazerbo, Tobruk, Al Qala, Al Riyayna, Azahra, Baten El Jabal, Derj, Ghadames, Kikla, Msallata, Nalut, Qassr Alkhyar, Tawergha, Zawiya South, Zawiya West, Zuwara, Tripoli Centre.

The **project beneficiaries**, both direct and indirect, are the population in the catchment areas. As of 31 December 2022, the total number of beneficiaries stands at approximately **464,178 people (male 52.5% and female 47.5%)** from public service sectors of WASH and health. The evaluation will cover the total project duration and will include all the project outputs and activities.

Institution	Role
EU	Donor, member of Steering Committee
MoLG	National local counterpart, member of Steering Committee
Municipalities, Mayors, Municipal Councils	Municipality level local counterparts for coordination, needs assessment and prioritisation
Public companies per sector (Sanitation company, General services company, etc.)	Municipality level technical local counterparts and end-users in charge of operation and maintenance of basic services that UNDP coordinate and hand over to
Municipality staff	Training participants on project management, e-archiving, reporting, gender and conflict sensitivity analysis
Community leaders, Mukhtar mahala, Municipal council members, Women's group and Youth group leaders, Civil society activists	Local stakeholders for coordination, needs assessment, prioritisation and monitoring of project implementation process and post-results
General population in the target municipalities	Beneficiaries, participants, users of project deliverables
CTG	Third-party contractor – local coordinators and field engineers
Civil society organisations (CSOs)	12 CSOs selected from call for proposal to implement community peacebuilding activities utilising small grants and institutional trainings conducted by UNDP

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.

1) Relevance

- To what extent was the project in line with the national development priorities, the country programme's outputs and outcomes, the UNDP Strategic Plan and the SDGs?
- To what extent was the project design (including the Theory of Change) coherent and relevant to the needs of the Libyan context, including the priorities and requirements of beneficiaries?
- To what extent has the project been appropriately responsive to political, legal, economic, institutional, etc., changes in the country, and the corresponding changing needs and priorities of partners and national constituents (men, women, and other groups) in areas of intervention?
- To what extent were the projects complementing other past, ongoing or planned interventions by other relevant national or international actors (UN agencies, international or national NGOs, government agencies, etc.)? Did any coordination or synergies take place?
- How is the project perceived among Libyan partners and Libyan stakeholders?
- 'Leave no one behind': To what extent does the project contribute to gender equality, the empowerment of women and the human rights-based approach? (Please see further questions in the 'cross-cutting issues' section below)

2) Effectiveness

- Are the project activities and outputs clear, practical and feasible within its frame? Do they clearly address women, men and vulnerable groups?
- Was the project management effective in conducting an area-based and coordinated approach? Did the project management effectively build synergies across the components? Why or why not?

3) Efficiency

- To what extent have the UNDP project implementation strategy and execution been efficient and cost-effective?
- To what extent have resources been used efficiently including the extent to which the coordinated approach had an improved effect on project financial/ human resource efficiency?
- To what extent were the project management structure and systems efficient in generating the expected results?
- To what extent do the M&E systems utilized by UNDP ensure effective and efficient project management?
- How efficiently was the fund flow managed at different levels? Were levels of subsequent fund disbursements comparable to the levels of physical progress made across the project? Was there flow of funds tracking, disbursement triggers and monitoring of physical progress?
- Did the Project provide value for money in terms of costs and benefits?

4) Sustainability of the Project

- What is the likelihood that project interventions are sustainable? To what extent are targeted populations (including men, women, and vulnerable groups) likely to benefit from the project interventions in the long-term?
- Are there any social, environmental, or political risks that may jeopardize sustainability of project outputs?
- To what extent will financial and economic resources be available to sustain the benefits achieved by the project?
- Has the project's partnership strategy been appropriate, effective and contributed to sustainable impact?
- To what extent do stakeholders support the project's long-term objectives?
- What is the level of stated commitment or local ownership by the government and beneficiary community in sustaining the project benefits?

5) Risk

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

6) Impact

- To what extent did the intervention achieve the expected results? What, if any, alternative strategies would have been more effective in achieving the project objectives?
- In which areas does the project have the greatest achievements? Why and what have been the supporting factors? How can the project build on or expand these achievements?
- In which areas does the project have the fewest achievements? What have been the constraining factors and why? How can or could they be overcome?
- How have different stakeholders been involved in project implementation? To what extent are project management and implementation participatory? Specifically—to what extent were community voices incorporated effectively into local decision-making processes and sitting of interventions in areas of intervention? How could the project have given stronger voices to the local beneficiary communities?
- Were there any positive or negative unintended effects of the project?

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

- To what extent have gender equality and the empowerment of women been addressed in the design, implementation and monitoring of the project?
- To what extent did the project implement its Gender Action Plan?
- To what extent has the project promoted positive changes in gender equality and the empowerment of women? Were there any unintended effects?
- To what extent 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? ⁷³

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?

7) Methodology

⁷³ 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>

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:

- **Desk review of relevant documents** (including project documents, donor reports with project amendments made, project quality assurance reports, annual workplans, financial reports etc.)
- **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:
 - **Semi-structured key informant interviews** designed for different categories of stakeholders (UNDP Libya staff, government and civil society partners, beneficiaries) based on the key guiding evaluation questions around relevance, coherence, effectiveness, efficiency, sustainability, and impact.
 - 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 can be used to map the data and triangulate the available evidence.

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.

Due to travel restrictions imposed by local security and immigration protocols, the majority of work except for data collection on site will be done remotely (home-based) using different tools (Zoom, WhatsApp, Microsoft teams, etc.) to conduct the evaluation—as such, the evaluation will be primarily home-based. As such, the Consultant is expected to have experience in conducting remote evaluations. A national consultant will be hired to support the international consultant.

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

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 (40) working days starting 02 January 2024. Due to travel restrictions from security situations, 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 2 January 2024. 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.	Inception Report	8 days	
Briefing to UNDP on inception report for agreeing methodology		1 day	
Desk review of existing documents, interviews, and preparation of guidance for national consultant. Data collection and interviews in the country	Draft Report	11 days	
Draft evaluation report		8 days	
Debriefing with UNDP		1 day	
Stakeholder meeting and review of the draft report		1 day	
Finalization of the evaluation report (incorporating comments received on the drafts) and the set of recommendations	Final Report	9 days	
Presentation to SLCRR		1 day	
Total number of working days		40 days	100%

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 SLCRR 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, including facilitating arrangements for in-person field visits to Libya, if any.

UNDP SLCRR 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.
- 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.

Duty Station:

Home-based

Contract duration:

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

REQUIREMENTS FOR EXPERIENCE AND QUALIFICATIONS

I. Academic Qualifications:

Master's degree in Development Studies, International Relations, 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 Equity-based 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
- Demonstrated experience in in designing and leading participatory and gender-sensitive 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
- 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.

The evaluation exercise will be conducted by an independent consultant. He/she/they must have extensive experience in strategic programming of development assistance, preferably in the monitoring and evaluation of UNDP development, resilience and recovery and/or peacebuilding projects in fragile environments. Substantial experience with conducting remote evaluations, including within the context of COVID-19, is also required. Specific knowledge of the Libyan context is considered a strong asset. The required expertise, qualifications and competencies are listed below:

Core Competencies:

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

Functional Competencies:

- Ability to manage and supervise evaluation teams and ensure timely submission of quality evaluation reports.
- Good knowledge and understanding of the UN system, familiarity with 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.

Language:

- Fluency in spoken and written English.

10. Evaluation Criteria

Evaluation criteria	Points
A Master’s degree, Field of Study: (Development Studies, International Relations, Peace and Conflict Studies, Gender, Public Policy and Management/Administration, or any other relevant social science field).	20

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	30
Deep understanding of the complexities associated with working in conflict or post-conflict/ fragile or 'in transition' state contexts.	20
Strong leadership skills and the ability to work effectively in a team. This includes experience in managing teams, facilitating group dynamics, and fostering a collaborative work environment.	10
Excellent written and verbal communication skills. This includes the ability to effectively communicate complex concepts and ideas to diverse audiences.	10
Fluency in spoken and written English.	10
Total scores	100

Annexes

Annexes will be provided upon request:

Annex 1: Recommended List of Documents

- Project Document
 - a. Initial project document (donor agreement)
 - 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 sub-questions	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**
 - **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'.⁷⁴
- 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

⁷⁴<http://www.unevaluation.org/document/detail/2866#:~:text=The%20UNEG%20Ethical%20Guidelines%20for%20Evaluation%20were%20first%20published%20in%202008.&text=This%20document%20aims%20to%20support,day%20to%20day%20evaluation%20practice.>

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](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 \(http://www.unevaluation.org/document/detail/1452\)](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
 - Evaluation scope
 - Evaluation objectives
 - Evaluation criteria
 - Evaluation questions
- Evaluation approach and methods
 - Data sources
 - Sample and sampling frame (if applicable)
 - Data collection procedures and instruments
 - Performance standards
 - Stakeholder engagement
 - Ethical considerations
 - Background information on evaluators
 - Major limitations of the methodology
- Data analysis
- Findings
- Lessons learned
- Recommendations
- Conclusion
- Report annexes

Annex 8: Ethical Code of Conduct for UNDP Evaluations

Evaluators:

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: _____

Annex 9: Logical Framework

Intended Outcome as stated in the UNSFL/Country Programme Document: UNSF/CPD outcome involving UNDP No. 3: 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.										
Outcome indicators as stated in the Country Programme Document Results and Resources Framework, including baseline and targets: CPD Outcome Indicators 3.1.1, 3.1.2, 3.2.1, 3.2.2, 3.2.4										
Applicable Output(s) from the UNDP Strategic Plan: SP Output 3 - Strengthen resilience to shocks and crises										
Project title: Strengthening Local Capacities for Resilience and Recovery										
EXPECTED IMPACT	STRATEGIC OBJECTIVES	EXPECTED OUTPUTS	OUTPUT INDICATORS ⁷⁵	DATA SOURCE	BASELINE		TARGETS (by frequency of data collection)			DATA COLLECTION METHODS & RISKS
					Value	Year	Year 1	Year 2	Year 3 (Final aggregated data)	
Improved living conditions and resilience of vulnerable populations (including migrants, refugees, Internally Displaced Person	SO 1. Strengthening responsiveness of local institutions in delivering essential public services to crisis-affected populations and in leading recovery	Output 1 Enhanced provision of basic services at local level targeting the most vulnerable groups - including Intern	1.1 Number of needs assessments based on a participatory approach conducted to identify priorities for enhancing basic services.	UNDP	0	2020	10	22	22	Project reporting and third-party monitoring
			1.2 Number of municipal staff with enhanced skills for improved service delivery.	UNDP	0	2020	50	80	150	Project reporting and third-party monitoring Field ex-post and ex-ante surveys

⁷⁵ It is recommended that projects use output indicators from the Strategic Plan IRRF, as relevant, in addition to project-specific results indicators. Indicators should be disaggregated by sex or for other targeted groups where relevant.

s, returnees and host communities), in particular in the municipalities most affected by migratory flows and/or damaged by the conflict	processes	ally Displaced Populations (IDPs) and returnees - as well as migrants and refugees.								to measure training effects
			1.3. Number of municipalities supported to improve their basic services [disaggregated by type (civil works/equipment) and sector (health, education, water, sanitation, electricity, etc.)].	UND P	0	2020	5	10	20	Project reporting and third-party monitoring
			1.4. Number of people in targeted municipalities with access to basic services [disaggregated by sector and beneficiary group (IDPs, migrants, refugees, and where feasible by gender and age)].	UND P	0	2020	2000	4000	700,000	Project reporting and third-party monitoring
	SO 2: Enhancing communities and local stakeholders' capacity to improve social cohesion and community security	Output 2 Capacities of target communities and local stakeholders enhanced towards social cohesion, community security	2.1 Number of community members trained on social cohesion, community security and conflict mediation disaggregated by beneficiary group (IDPs, migrants and refugees, and where feasible by gender and age).	UND P	0	2020	100	200	250	Project reporting and third-party monitoring Field ex-post and ex-ante surveys to measure training effects
			2.2 Number of municipal staff trained on social cohesion, community security and	UND P	0	2020	50	150	200	Project reporting and third-party

		ty and rule of law.	conflict mediation, where feasible disaggregated by job position, gender and age.							monitoring Field ex-post and ex-ante surveys to measure training effects
			2.3—Number of local activities/initiatives supported by UNDP towards peaceful coexistence, community security and social cohesion.	UNDP	0	2020	5	10	15	Project reporting and third-party monitoring
			2.4 Number of personnel from local rule of law institutions trained to acquire technical skills on social cohesion and community security.	UNDP	0	2020	50	100	150	Project reporting and third-party monitoring Field ex-post and ex-ante surveys to measure training effects
			2.5 Number of Rule of Law facilities refurbished and/or provided with essential non-lethal equipment.	UNDP	0	2020	1	2	3	Project reporting and third-party monitoring
SO 3: Strengthening economic opportunities	Output 3 Employment opportunities		3.1 Number of local economic assessments conducted to identify relevant economic interventions in	UNDP	0	2020	3	5	5	Project reporting and third-party monitoring

for youth and vulnerable groups (including women) through inclusive and participatory local economic recovery	es created and individuals supported to develop economic income generating activities	targeted municipalities							
		3.2 Number of new jobs created with UNDP support (disaggregated by beneficiary group (IDPs, migrants and refugees, and where feasible by gender and age)	UND P	0	2020	250	500	800	Project reporting and third-party monitoring
		3.3 Number of start-ups and small businesses supported/created in Libya (disaggregated by gender)	UND P	0	2020	6	16	26	Project reporting and third-party monitoring
		3.4 Number of demand-driven apprenticeship programmes organized in partnership with private sector companies.	UND P	0	2020	2	4	6	Project reporting and third-party monitoring
		3.5. Number of people benefiting from apprenticeship programmes disaggregated by gender, age and type of training (e.g. TVET, IT and skills training etc.)	UND P	0	2020	200	500	800	Project reporting and third-party monitoring

Annex 2 Stakeholder Analysis and Mapping

Stakeholder	Interest in evaluation	Involvement in evaluation
Country Office/Project	As a Project implementer, the CO is the primary stakeholder in the evaluation. It has a direct stake in the evaluation and interest in generating substantial knowledge and evidence on achievements of lessons learned from the Project implementation to identify priorities to support the government and local authorities in building resilience and local development. The evaluation is an important learning exercise that can inform UNDP corporate planning and interventions for comparable areas of support.	Consultation during the development of the ToRs and selection of the evaluator. Provision of documents, reports, information, and data to the consultant. CO and Project staff were interviewed as key informants as part of the fieldwork and provided comments on the Inception and Evaluation Reports. Direct support to the consultants, including administrative and logistic support for the evaluation. Participate in debriefings and provide feedback on preliminary findings and conclusions.
MoLG	Interest in knowing whether the funds have been spent efficiently and if UNDP's work has been effective and contributed to resilience building and local development. Hold UNDP accountable for the resources provided.	Provide feedback on preliminary findings/conclusions and recommendations. Review and comment on evaluation report.
Local authorities	Targeted municipalities are the ultimate recipients of UNDP support and assistance, and they are interested in knowing if the project achieved its objectives and if effective approaches can be identified for the national scaling up.	Through Key Informant Interviews.
UN agencies and other donors	Learn about effective practices of local development. Identify potential for improved collaboration among all partners involved in local development. The information can be used in the development of new models of cooperation and joint actions.	Through Key Informant Interviews.

Annex 3 Evaluation Matrix for the Project Evaluation

Evaluation indicators and corresponding questions in the instruments	Methods	Judgement criteria	Documentary data sources
RELEVANCE:			
<p>To what extent was the project in line with the national development priorities, the country programme's outputs and outcomes, the UNDP Strategic Plan, and the SDGs?</p>		<p>Extent to which the Prodoc and other documentation are aligned with the international commitments of Libya (e.g., SDGs) and UNDP priorities</p>	
<p>To what extent was the project design (including the Theory of Change) coherent and relevant to the needs of the Libyan context, including the priorities and requirements of beneficiaries?</p>	<p>Stakeholder mapping</p>	<p>Extent to which the Prodoc and other documentation are based on HRBA and gender mainstreaming principles and included PWDs</p>	<p>Key UN and national strategies and plans</p>
<p>To what extent has the project been appropriately responsive to political, legal, economic, institutional, etc., changes in the country, and the corresponding changing needs and priorities of partners and national constituents (men, women, and other groups) in areas of intervention?</p>	<p>In-depth analysis of political, economic, and social development in Libya</p>	<p>Extent to which the Prodoc and the UNDP CPD are aligned in terms of priorities, approaches, and indicators</p>	<p>Key national data and analysis</p> <p>Key UNDP, Project and Implementing partners documentation</p>
<p>To what extent were the projects complementing other past, ongoing, or planned interventions by other relevant national or international actors (UN agencies, international or national NGOs, government agencies, etc.)? Did any coordination or synergies take place?</p>	<p>Systematic documentary review, with particular focus at IPs sub-projects implementation</p>	<p>Evidence from multiple sources, supported with data, on the needs of supported groups of individuals communities</p>	<p>Documents from other UNDP, UN, and other international partners interventions</p>
<p>To what extent were the projects complementing other past, ongoing, or planned interventions by other relevant national or international actors (UN agencies, international or national NGOs, government agencies, etc.)? Did any coordination or synergies take place?</p> <p>How is the project perceived among Libyan partners and Libyan stakeholders?</p> <p>'Leave no one behind': To what extent does the project</p>	<p>Semi-structured interviews</p> <p>FGDs</p> <p>Site visits</p>	<p>Evidence that the Project design and implementation were supported with robust evidence and customized to local communities/groups of individuals needs</p> <p>Evidence of collaborative nature of Project development, implementation, and monitoring</p> <p>Changes in programming in response to changing external circumstance, including security and political environment and beneficiaries needs</p>	<p>Project documentation, including on the process of Project development, implementation, and monitoring</p>

Evaluation indicators and corresponding questions in the instruments	Methods	Judgement criteria	Documentary data sources
contribute to gender equality, the empowerment of women and the human rights-based approach?			
EFFECTIVENESS			
<p>Are the project activities and outputs clear, practical, and feasible within its frame? Do they clearly address women, men, and vulnerable groups?</p> <p>Was the project management effective in conducting an area-based and coordinated approach? Did the project management effectively build synergies across the components? Why or why not?</p>	<p>Technical analysis of Theory of Change / IPs' strategies Analysis of results data from Project M&E and MIS system</p> <p>Mapping of risk analyses undertaken/mitigation measures implemented</p> <p>Systematic documentary / data review</p> <p>Structured desk analysis of 3 Project components and sub-projects selected</p> <p>Semi-structured interviews</p> <p>FGDs</p> <p>Site visits</p> <p>Contribution analysis to determine progress against intended results</p>	<p>Extent of targets achievement, disaggregated by output</p> <p>Explanations for performance/under-performance</p> <p>Extent of system level outcomes</p> <p>Evidence of changes in the lives and wellbeing of Project beneficiaries and their children</p> <p>Number of beneficiaries affected</p> <p>Explanations for results achieved</p> <p>Degree of satisfaction of the target group representatives from the project outputs (selection will be as representative as possible).</p> <p>Evidence of changes in knowledge, views and skills of Project beneficiaries who participated in its infrastructure projects or capacity building activities</p> <p>Evidence of M&E mechanism in place and dedicated M&E staff</p> <p>Assessment of availability/quality of evidence and data collected</p>	<p>Key Project/Implementing partner documentation for relevant components including results frameworks, annual reports and other assessments, determinant analyses, donor reports, monitoring reports, including the TPM reports, evaluation reports/reviews, meeting minutes, project reports/analyses</p>

Evaluation indicators and corresponding questions in the instruments	Methods	Judgement criteria	Documentary data sources
		<p>Evidence of external factors' influence on Project results, disaggregated by factor</p> <p>Evidence of the Project adjustment to changing political and security context and needs of beneficiaries</p> <p>Mapping and analysis of key partners' involvement</p> <p>Evidence of long-term systemic changes influenced by Project</p>	
EFFICIENCY:			
<p>To what extent have the UNDP project implementation strategy and execution been efficient and cost-effective?</p> <p>To what extent have resources been used efficiently including the extent to which the coordinated approach had an improved effect on project financial/ human resource efficiency?</p> <p>To what extent were the project management structure and systems efficient in generating the expected results?</p> <p>To what extent do the M&E systems utilized by UNDP ensure effective and efficient project management?</p> <p>How efficiently was the fund flow managed at different levels?</p> <p>Were levels of subsequent fund disbursements comparable to the levels of physical progress made across the</p>	<p>Systems analysis of management strategies</p> <p>Financial analysis</p> <p>Systematic documentary / data review, particularly of Project M&E systems and data</p> <p>Semi-structured interviews with Project staff and IPs</p>	<p>Timeliness of delivery of Project components compared to anticipated timelines</p> <p>Extent of any delays incurred, and reasons for this</p> <p>Evidence of Project processes improvements</p> <p>Extent to which a value for money balance of engaging national and international consultants was found and maintained</p> <p>Extent to which instruments/modalities/delivery mechanisms and M&E processes delivered against their stated intentions, at the Project output level</p> <p>Extent of use of M&E systems by Project staff</p> <p>Evidence of systems and strategies in place to achieve efficiency gains and savings in Project operations</p> <p>Evidence of innovative management solutions developed by the Project</p>	<p>Key Project /Implementing partner documentation, by output</p> <p>Strategy reports, analyses, monitoring reports, evaluation reports/reviews, cooperation agreements financial documentation including budgets, M&E systems reports/data</p>

Evaluation indicators and corresponding questions in the instruments	Methods	Judgement criteria	Documentary data sources
<p>project? Was there flow of funds tracking, disbursement triggers and monitoring of physical progress?</p> <p>Did the Project provide value for money in terms of costs and benefits?</p>			
SUSTAINABILITY:			
<p>What is the likelihood that project interventions are sustainable? To what extent are targeted populations (including men, women, and vulnerable groups) likely to benefit from the project interventions in the long-term?</p> <p>Are there any social, environmental, or political risks that may jeopardize sustainability of project outputs?</p> <p>To what extent will financial and economic resources be available to sustain the benefits achieved by the project?</p> <p>Has the project's partnership strategy been appropriate, effective, and contributed to sustainable impact? To what extent do stakeholders support the project's long-term objectives?</p> <p>What is the level of stated commitment or local ownership by the government and beneficiary community in sustaining the project benefits?</p>	<p>Systematic documentary review, applying structured tools</p> <p>Semi-structured interviews with Project staff, beneficiaries, and partners</p> <p>FGDs</p> <p>Site visits</p>	<p>Extent to which any benefits of the Project's investment have continued / are likely to continue should funding cease or be reduced</p> <p>Evidence of partners, including UN agencies, donors, developmental partners and national authorities' involvement into the Project design, implementation, and evaluation</p> <p>Evidence of continuous use of infrastructure and other improvements made by the project</p> <p>Evidence of social norms, behaviour, and skills change</p> <p>Mapping of diverse risks and opportunities, and expert assessment of their probabilities.</p>	<p>Key Project and Implementing partner documentation for relevant strategies and interventions.</p> <p>Interviews and FGDs notes</p>

Evaluation indicators and corresponding questions in the instruments	Methods	Judgement criteria	Documentary data sources
COHERENCE			
<p>Has the project's partnership strategy been appropriate, effective and contributed to sustainable impact?</p>	<p>Structured desk analysis of other relevant Projects</p> <p>Semi-structured interviews</p>	<p>Evidence of partners, including UN agencies, donors, developmental partners and national authorities involvement into the Project design, implementation and evaluation</p> <p>Evidence of collaboration among relevant partners</p> <p>Mapping and analysis of key partners' involvement</p>	<p>Key partners' documentation such as project documents, annual reports, meetings minutes</p>
RISK			
<p>Are there any social or political risks that may jeopardize sustainability of project outputs and outcomes?</p>	<p>Systematic documentary review, applying structured tools</p>	<p>Extent to which any social or political risks jeopardize sustainability benefits of the Project's investment have contributed to long-term changes (e.g., improvements in health outcomes, reduction of poverty, social cohesion)</p>	<p>Key Project and Implementing partner documentation for relevant strategies and interventions</p> <p>Interviews</p>
IMPACT:			
<p>To what extent did the intervention achieve the expected results? What, if any, alternative strategies would have been more effective in achieving the project objectives?</p> <p>In which areas does the project have the greatest achievements?</p> <p>Why and what have been the supporting factors? How can the project build on or expand these achievements?</p> <p>In which areas does the project have the fewest achievements? What have been the</p>	<p>Systematic documentary review, applying structured tools</p> <p>Semi-structured interviews with Project staff, beneficiaries, and partners</p> <p>FGDs</p> <p>Site visits</p>	<p>Extent to which any benefits of the Project's investment have contributed to long-term changes (e.g., improvements in health outcomes, reduction of poverty, social cohesion)</p>	<p>Key Project and Implementing partner documentation for relevant strategies and interventions</p> <p>Interviews and FGDs notes</p>

Evaluation indicators and corresponding questions in the instruments	Methods	Judgement criteria	Documentary data sources
<p>constraining factors and why? How can or could they be overcome?</p> <p>How have different stakeholders been involved in project implementation? To what extent are project management and implementation participatory? Specifically— to what extent were community voices incorporated effectively into local decision-making processes and siting of interventions in areas of intervention? How could the project have given stronger voices to the local beneficiary communities?</p> <p>Were there any positive or negative unintended effects of the project?</p>			
CROSS-CUTTING ISSUES			
<p>Gender Equality and Women’s Empowerment</p> <p>To what extent have gender equality and the empowerment of women been addressed in the design, implementation, and monitoring of the project?</p> <p>To what extent did the project implement its Gender Action Plan?</p> <p>To what extent has the project promoted positive changes in gender equality and the empowerment of women? Were there any unintended effects?</p>	<p>Systematic documentary review, applying structured tools</p> <p>KIIs with Project staff, beneficiaries, and partners</p> <p>FGDs</p> <p>Site visits</p>	<p>Evidence of clear approaches of targeting women as beneficiaries</p> <p>Evidence of clear approaches of targeting PWDs as beneficiaries</p> <p>Evidence of operationalization of conflict-sensitive approach</p>	<p>Key Project and Implementing partner documentation for relevant strategies and interventions</p>

Evaluation indicators and corresponding questions in the instruments	Methods	Judgement criteria	Documentary data sources
<p>To what extent were the resources used to address inequalities in general, and gender and women empowerment issues in particular?</p> <p>Conflict Sensitivity To what extent did UNDP adopt a conflict-sensitive approach to this intervention?</p> <p>Were there any unintended [positive or negative] effects on the peace and conflict context in areas of intervention as a result of this project?</p> <p>To what extent is the project perceived to benefit one group over another (and reinforcing lines of division)?</p> <p>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?</p> <p>Disability To what extent did UNDP consider the needs of people living with disabilities within the project design and implementation?</p> <p>What proportion of the beneficiaries of a programme were persons with disabilities?</p> <p>What barriers did persons with disabilities face? Was a</p>			

Evaluation indicators and corresponding questions in the instruments	Methods	Judgement criteria	Documentary data sources
<p>twin-track approach adopted?</p> <p>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?</p> <p>To what extent have disadvantaged and marginalized groups (indigenous populations, unemployed or underemployed/ poor, Libyans with undetermined legal status, etc.) benefitted from this intervention?</p>			

Annex 4 Data Collection Methods

Relevance	<ul style="list-style-type: none"> • Stakeholder mapping • Systematic documentary review, applying structured tools. • Mapping of available contextual analyses • Technical analysis of Theory of Change • Semi-structured interviews (Project staff and partners) • FGDs and surveys of beneficiaries and partners
Effectiveness	<ul style="list-style-type: none"> • Analysis of results data from Project and partners' M&E and financial system • Mapping of risk analyses undertaken/ mitigation measures implemented. • Systematic documentary/data review, particularly of Project/intervention level data • Semi-structured interviews with UNDP staff and partners • Reconstruction of the logical chain of Project results/indicators, with a focus on intermediate indicators and outcomes • Contribution/attribution analysis to determine progress against intended results and pathways generated • Verification methods includes site visits, surveys, KIIs, FGDs, and primary and secondary data and information review. The data and evidence collected was verified with the Project staff. All methods allowed triangulation, and where any outliers were identified, they were investigated.
Efficiency	<ul style="list-style-type: none"> • Financial analysis of Project expenditures • Systematic documentary/data review of Project and partners' financial documentation • Comparative financial analysis with relevant interventions implemented by other UNDP Projects and UN agencies. • Financial analysis – spend per component and intervention. • Semi-structured interviews with Project staff and partners.
Impact	<ul style="list-style-type: none"> • Systematic documentary review, applying structured tools. • Semi-structured interviews with the Project staff, partners, and beneficiaries • FGDs and surveys with ultimate beneficiaries
Sustainability	<ul style="list-style-type: none"> • Systematic documentary review using structured tools. • Semi-structured interviews with the Project staff, partners, and beneficiaries • Interviews with key informants, particularly at the level of targeted governorates • FGDs and surveys
Cross-cutting issues	<ul style="list-style-type: none"> • Systematic documentary review, applying structured tools. • Semi-structured interviews with the Project staff, partners, and beneficiaries • FGDs and surveys with ultimate beneficiaries and partners

Annex 5 List of documents reviewed

African Development Bank, Libya Economic Outlook

Core Government Functions Assessment, UNDP Report March 2017

Danish Refugee Council, UNDP Strengthening local capacities for resilience and recovery project, Final Project Report, 15th June 2022 – 31st January 2023

Deraya Narrative report June 2023

Deraya Entrepreneurship Program Libya

Emily Burchfield, How the exclusion of women has cost Libya, 2019

European Training Foundation, Vocational education and training in Libya, Facts and figures, 2020

EY, Business Incubator Strategy – Libya, November 2023

EY, Interim Report Entrepreneurship Ecosystem Research and Business Incubator Strategy development – Libya, October 2023

Finance Ministry signs deal with IDB to propel small business growth in Libya, 2024
Further suggestions on areas of partnership with IFI, can be found on UNDP web-site UNDP and International Financial Institutions Forging partnerships.

IOM, Mission Overview, 2024

IMPACT Initiatives, Provision of TPM Services to UNDP in Libya TPM of UNDP supported resilience activities in Libya – Quarter 2, 17/04/2023 – 31/07/2023

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Karim Mezran and Elissa Miller, 16 - The Promise – and Limits – of Stabilization through Local Governance in Libya from Part IV - Decentralization, Conflict, and State Fragmentation, Published online by Cambridge University Press: 15 January 2023, edited by Aslı Ü. Bâli And Omar M. Dajani

Law No. 59 (2012) ‘Concerning the Local Administration System’

Mark Micallef, The Human Conveyor Belt: trends in human trafficking and smuggling in post-revolution Libya. March 2017.

Minutes of the Board Meeting, Strengthening Local Capacity for Resilience and Recovery (SLCRR) - ID 119174, T05-EUTF-NOA-LY-03-03 T05.149, Ministry of Local Government, Tripoli, 7 February 2023

Moomken Organization for Awareness and Media, Supporting the Creation of Small Businesses and Strengthening the Livelihoods of Returnees in Kikla through Asset Recovery, Final Report, 2023

Moomken, Rapid Livelihoods Assessment in Kikla, November 2022.

NRC, Strengthening Economic Resilience Through Provision of Assets to Returnees' in Tawergha, Rapid Livelihood Assessment Report, 2022

OECD, Evaluation Criteria

Provision of Vocational Training on Mechanical Engineering, Customer Care, and Car Maintenance, Activity report, From 04th Sep. 2022 to 30th Mar. 2023

Report of the United Nations High Commissioner for Human Rights on the situation of human rights in Libya (A/HRC/34/42), 2017.

ROM review, TOP UP: Strengthening Local Capacities for Resilience and Recovery

ROM Review, T05-EUTF-NOA-LY-09 (T05.1253) - TOP UP: Strengthening Local Capacities for Resilience and Recovery, 2023

Six infrastructure Projects to Watch in Eastern Libya, 2024

T05-EUTF-NOA-LY-09/ T05.1253, Annex I – Description of the Action Project Title: Strengthening Local Capacities for Resilience and Recovery (SLCRR Top-up), Start Date: 1st May 2020, End Date: 30th April 2023

Tatweer, Strengthening Design and Setup of Business Start-Up Accelerator in Tripoli, Benghazi, and Sabha, April 28th, 2023 – August 10th, 2023

Terms of Reference, International Consultant for Final Evaluation of “Strengthening Local Capacities for Resilience and Recovery (SLCRR Top-up)” Project

T05-EUTF-NOA-LY-09/ T05.1253, Annex I – Description of the Action Project Title: Strengthening Local Capacities for Resilience and Recovery (SLCRR Top-up), Start Date: 1st May 2020, End Date: 30th April 2023

UNDP, Country programme document for Libya, 2019-2022

UNDP, Deraya entrepreneurship needs assessment: Findings up to 17 May 2023

UNDP External Mid-term Evaluation of UNDP's Strengthening Local Capacity for Resilience and Recovery Project in Libya, October 2019, covering SLCRR Project under Agreement no. T05-EUTF-NOA-LY-03-03/T05.149

UNDP Evaluation Guidelines, 2021

UNDP Libya's Country Programme Document (CPD) (2019-2020)

UNDP Programme Guidance Note on 'Municipalities and People on the Move. Cities' Development Policies for Successful Local Management of Migration and Displacement.', October 2017

UNDP, Inspection Report for Rehabilitation of Sebha Community Center, Sebha Municipality, Libya

UNDP, How to Guide, local governance in fragile and conflict-affected settings building a resilient foundation for peace and development

UNEG Ethical Guidelines for Evaluation

United Nations Development Programme – Libya Strengthening Local Capacities for Recovery & Resilience (SLCRR) Rapid Assessment: Local Governance Capacity Peacebuilding and Gender United Nations Libya, United Nations Sustainable Development Cooperation Framework, 2023-2025.

UNHCR and IOM Joint Statement 11 July 2019

WFP, Libya Agriculture and Livelihood Needs: A study of the Fezzan Region, March 2020

Wolfram Lacher, Libya's Fragmentation, 2020.

World Bank, Libya Context

World Bank, World Development Indicators database. Estimates are based on data obtained from International Labour Organization and United Nations Population Division, Labour force, female (% of total labour force), Libya, 2023

2020 Global Humanitarian Overview, December 2019

Annex 6 Semi-structured interviews instruments

In total, more than 50 individuals were interviewed. Individuals have been selected by the ET from a list provided by the Project and implementing partners and independently identified by the ET. The number was intentionally high to reflect the complexity and the scope of the evaluation, the resources available, and to increase confidence in the results. Interviews were conducted in English or Arabic by the international and national consultants.

Protection, data and information collection and storage protocols for semi-structured interviews

Written protocols to ensure human subjects' safety and identities.

To meet the standards as set in the UNDP Procedure for Ethical Standards in Research, Evaluation, Data Collection and Analysis and ensure effective processes and accountability for ethical oversight of these processes; to ensure the protection of, and respect for, human rights within all research, evaluation, and data collection processes undertaken or commissioned by UNDP, the ET undertook the following steps:

- Consent forms were not collected. Oral consent to participate was obtained.
- The consultants described in detail the purpose of the interviews and the benefits for the subjects. Participants gave voluntary and informed consent.
- The consultants advised key informants that they could choose not to participate or to stop participating in interviews at any time.
- The consultants advised key informants to contact UNDP Libya directly if they had any complaints.
- Some interviews were conducted in MS Teams and Zoom. Prior oral consent of key informants was obtained.

Semi-structured interviews guide

Informant Oral Consent

Dear colleague! UNDP has commissioned an evaluation of its SLCRR Top-up Project. We would appreciate getting your feedback about the Project.

We are requesting your consent to participate in the semi-structured interview. The information you provide will help UNDP and its partners to assess UNDP and its partners' performance.

The interview may take up to 60 minutes, depending on your available time and how much discussion the questions generate. I will record our interview with your permission. The records will be deleted once the interview data is processed.

Should you agree to participate in the interview, you can change your mind anytime. It means that you may choose to terminate the interview even after it has started. If you do not want to participate in this event, it will not affect your relationship with UNDP or its partners. This is true even if you change your mind after the focus group discussion has started.

Questionnaires

Generic Questions for all Interviews to be Selected Depending on the Informant

- Are there clearly formulated national priorities in local development? How did the unstable political environment affect local development policies?

- What is Libya's progress in building capacities of municipalities in the last 5 years? What is the nature of central government – municipalities relations? What are the main changes that happened over the last 5 years? What are the MoLG's priorities?
- What are the roadblock/risks to realization of the Project's objectives (e.g., macroeconomic environment, political instability, ineffective implementation capacity, and COVID 19)?
- Looking forward, what are the most important areas related to local development and resilience and peacebuilding that the Government, UNDP, and other partners should focus on in the short and long term?

UNDP and Project

Relevance

Are there clearly formulated national priorities related to Project areas of focus? How did the unstable political environment affect development efforts?

To what extent was the design of the Project relevant to the needs and priorities of the beneficiaries – local and national authorities and municipalities' residents including the most vulnerable groups?

What is Libya's authorities views on SDGs? How is Project's work supporting SDGs achievement?

What are the main changes that happened over the last 5 years?

How is the Project aligned with other UNDP and other relevant projects implemented by other partners?

Effectiveness

- Who was involved in the Project design? How was the process arranged? Did the Project design involve targeted vulnerable groups such as PWDs and women? How did you operationalize HRBA in Project design? To what extent did the project contribute to the achievement of the country programme outcomes and outputs, the SDGs, the UNDP Strategic Plan, and national development priorities? What is the evidence? What progress has been made towards achievement of the expected outputs and outcomes?
- How effective have the selected Project strategies and approaches been in progressing towards achieving Project results?
- To what extent have capacities of relevant duty-bearers and rights-holders been strengthened through Project implementation? What tools were used to measure results of capacity building interventions? What is the evidence that the knowledge/skills acquired are used by the beneficiaries?
- Did the Project explicitly support the most vulnerable groups and apply LNOB principle in practice?
- How would you assess the Project effectiveness?
- What factors influenced the Project effectiveness?
- Have resources (financial, human, technical support, etc.) been allocated appropriately to progress towards the achievement of the Project outputs and outcomes?
- Does the Project have effective monitoring mechanisms and adequate resources in place to measure progress towards results?
- What are the roadblock/risks to realization of the Project's objectives?
- How was the Project document informed by previous UNDP and other partners experiences?
- Looking forward, what are the most important areas related to local development and resilience and peacebuilding that the Government, UNDP, and other partners should focus on in the short and long term?

Efficiency

- What is your budget utilization? Did you meet your funds utilization targets?
- What strategies did you use to improve efficiency of your operations?

- Were the deliverables implemented according to the initial timeline? Were there any delays in implementation and what were the reasons for that?
- Did you conduct cost benefit analysis in selecting delivery modalities?
- Did you coordinate with relevant partners interventions to minimize costs?
- What is the Project organizational structure? Why and how has it come to its current design? Can you demonstrate that it is necessary to deliver the expected results efficiently?
- How did you perform M&E function? Did you make any Project adjustments based on results of M&E data obtained to optimize Project performance?

Impact

- In which areas does the Project have the greatest impacts? Why and what have been the supporting factors? How can the Project build on or expand these achievements?
- In which areas does the Project have the fewest impacts? What have been the constraining factors and why? How can or could they be overcome?
- How have different stakeholders been involved in Project implementation? To what extent are Project management and implementation participatory?
- To what extent did the targeted population, especially the vulnerable groups make the local interventions their own, taking an active role in them? What models of participation have driven the process?
- Were there any positive or negative unintended effects of the Project?

Sustainability

- How do you assess your Project sustainability? What indicators do you use?
- Did the Project design include appropriate sustainability strategies such as promoting national/local ownership and using of local capacity, etc.? Did these strategies work?
- What is the probability that the national and local stakeholders and actors supported by the Project will continue championing Project activities?
- Are some of the Project results at high risk of being discontinued/abandoned after the Project's ending? What are they?

Cross-cutting themes:

Gender equality

- To what extent have gender equality and the empowerment of women been addressed in the design, implementation, and monitoring of the Project?
- To what extent has the Project promoted positive changes in gender equality and the empowerment of women? Were there any unintended effects?

Disability

- How did you involve Persons with disabilities into interventions design, implementation, and monitoring? How do you address the barriers PWDs face? What are the main results achieved in inclusion and empowerment of persons with disabilities? What can the Project do better?

Donor

- How would you assess the Project relevance in the broader national context? What is the evidence?
- Are you satisfied with Project effectiveness? Does it deliver what is expected on time? Please compare UNDP performance with other partners you work in Libya. How effective have the selected Project strategies and approaches been in progressing towards achieving Project results?
- Does the Project have effective monitoring mechanisms and adequate resources in place to measure progress towards results?

- What do you think about Project efficiency? Have resources (financial, human, technical support, etc.) been allocated appropriately to progress towards the achievement of the Project outputs and outcomes?
- How does the Project perform in terms of efficiency vs other partners you work with in Libya?
- Has the Project achieved all its intended results? If no, why?
- How would you assess the Project contribution to more system level changes?
- Did the Project explicitly support the most vulnerable groups such as PWDs and apply LNOB principle?
- Are you satisfied with the Project sustainability prospects? Please provide a few examples.
- What can the Project do different and better in the future? If you intend to continue funding, what the Project can do better?
- What was the expectations from EU in terms of cross cutting themes? How would you assess the Project's performance in terms of cross-cutting themes?
- What is your assessment of project results in gender equality and women empowerment? What the Project can do better based on EU experiences?
- Would is your assessment on the Project's role in advancing inclusion of persons with disabilities?

IPs

- To what extent was the design of your interventions relevant to the needs and priorities of the beneficiaries, including the most vulnerable groups? Process of ensuring relevance of interventions. Consultations? How was the process arranged? Did the Project design involve targeted vulnerable groups such as PWDs and women? How did you operationalize HRBA in Project design? Technical discussions How do you work with the local authorities – do you have a standard process of adjust to local needs, depending on needs and circumstances?
- Please describe your day to day work with UNDP. What types of trainings did you receive? Are you satisfied with them?
- Please describe your relations with the private sector.
- How do you perform M&E functions?
- How would you assess your work effectiveness? Do you plan to achieve all the targets?
- To what extent did SLCRR Top-up Project promote best practices and lessons learned in transferring power to beneficiaries and local stakeholders to ensure engagement, transparency, and accountability?
- What are the key internal and external factors (success & failure factors) that have contributed, affected, or impeded the achievements, and how you have managed these factors?
- What are the roadblock/risks to realization of the Project's objectives?
- What strategies did you use to improve efficiency of your operations?
- Were the deliverables implemented according to the initial timeline? Were there any delays in implementation and what were the reasons for that?
- Did you coordinate with relevant partners interventions to minimize costs?
- In which areas does the Project have the greatest impacts? Why and what have been the supporting factors? How can the Project build on or expand these achievements?
- How do you assess your Project sustainability? What indicators do you use?
- Did the Project design include appropriate sustainability strategies such as promoting local ownership and using of local capacity, etc.? Did these strategies work?
- Did the SLCRR Top-up Project activities take specific measures to guarantee sustainability? Are SLCRR Top-up Project activities supported by the local stakeholders and communities and well-integrated into local social and economic structures? Are structures, resources, and processes in place to ensure the benefits generated by SLCRR Top-up Project are continued after the EU funding ceases?

TPM

- Could you please share the ToR for your monitoring work?
- Is it possible to extract the consolidated monitoring report for the SLCRR Top-up Project, funded by the EU from your internal system?
- What are your overall impressions about the Project effectiveness?
- What factors influenced the Project effectiveness?
- Did you address sustainability issues?
- Please share your impressions on geo-bundling.
- Did the Project explicitly support the most vulnerable groups and apply LNOB principle in practice?
- To what extent have gender equality and the empowerment of women been addressed in the design, implementation, and monitoring of the Project?
- Please describe how you ensured cross-cutting themes are properly addressed? Please provide evidence
- To what extent have the responsible partners been compliant with safeguards measures? To what extent have they applied environmental and social safeguard instruments at the field level?
- Could you please assess ME systems of UNDP and IPs project implementation strategy and execution been efficient and cost-effective? What system and tools were developed for monitoring the implementation of the SLCRR Top-up Project? What challenges were experienced in monitoring of the project implementation?
- In which areas does the Project have the greatest impacts? Why and what have been the supporting factors? How can the Project build on or expand these achievements?
- Looking forward, what UNDP and other partners can do better and differently?

Questions specific for the MoLG supported by the Project

- To what extent was the design of the Project relevant to the MoLG needs and priorities?
- Were you involved into the Project design and implementation? What activities have been undertaken by the Project to ensure its continuous relevance?
- What is the comparative advantage of UNDP vs other organizations?
- Has the Project achieved all its intended results? If no, why?
- Has the Project achieved any unintended results so far, either positive or negative?
- Are you satisfied with the Project local capacity building interventions? What worked and what did not?
- Are you satisfied with the Project basic service and social infrastructure interventions? What worked and what did not?
- Are you satisfied with the Project business development interventions? What worked and what did not?
- How would you assess the Project contribution to more system level changes (e.g., informing policies on local development)?
- What do you think about Project efficiency? Have resources (financial, human, technical support, etc.) been allocated appropriately to progress towards the achievement of the Project outputs and outcomes?
- How do you assess the Project's sustainability?
- How well did the Project collaborate with UN agencies and other developmental partners? Will they continue advancing the results achieved by the Project?
- What is the probability that the national and local stakeholders and actors supported by the Project will continue championing Project results?
- Are some of the Project results at high risk of being discontinued/abandoned after the Project's ending? What are they?

Questions specific for supported communities

- What in your judgment are the main challenges facing your community?

- Please describe supports you received from the Project
- Did the Project involve you in making decisions on what equipment to provide and basic services/infrastructure improvements to implement in your community?
- How were the decisions about what exactly to do for your community were made?
- How many people benefitted from equipment/basic services improvements done by the Project?
- Are the equipment and basic services/infrastructure improvements done by the Project still operational?
- Are you satisfied with the supports provided? What worked and did not work as expected?
- What are the main results of the Project support for you, your family and your community?
- How did women benefit from supports provided?
- How did the vulnerable members of your community such as persons with disabilities, migrants, returnees, IDPs and others benefit from Project supports? Please provide some examples.
- What can the Project do better?
- What UNDP can do you for your community in the next 5 years?

A List of Key Informants Interviewed

	Position	Organization	Gender
1	Programme Specialist HQ/RBAS	UNDP	female
2	Monitoring and Evaluation Analyst	UNDP	female
3	Communication Analyst	UNDP	female
4	Engineering Specialist - Head of CO Engineering Unit	UNDP	male
5	Project Manager	UNDP Project	male
6	Former Project Manager	UNDP Project	female
7	Output Lead - Local Economic Recovery, Resilience and Recovery Project	UNDP Project	female
8	UNDP Regional Coordinator – South & West regions	UNDP Project	male
9	UNDP Regional Coordinator – East region	UNDP Project	male
10	M&E Associate	UNDP Project	male
11	Former MoLG Advisor to the Minister	Ministry of Local Governance	male
12		Altai Consulting ((Third Party Monitoring)	female
13	ROM international evaluator for the SLCRR top-up project		female
14		Maharah Coding Academy	female
15		NRC	female

16		DRC	male
17		Flat6Labs	female
18		WAHA Training and Consultancy	male
19		Tatweer Entrepreneurship Campus Accelerator (TEC+)	male
20		BDO	male
21		Ernest and Young	male
22		Naxta	Female Male
23		Moomken	male
24		Tadawul	female
25		Toyota	male
26	Mayor's advisor	Sebha	male
27	Mayor	Tazerbo	male
28	Head of communication	Al Brega	male
29	Former mayor	Derj	male
30	Mayor	Jaghra	male
31	Head of Project management	Jufra	male
32	Municipal official	Msalatta	male
33	Mayor's advisor	Tobruk	male
34	Deraya and Flat6labs support beneficiary	Benghazi	female
35	Deraya and Flat6labs support beneficiary	Benghazi	male
35	Maharah coding academy support beneficiary	Tripoli	female
37	Maharah coding academy support beneficiary	Tripoli	female
38	Maharah coding academy support beneficiary	Sabha	male
39	Maharah coding academy support beneficiary	Sabha	female
40	Beneficiary of "Ta'azur" - Moomken engaged CSOs to implement livelihood initiatives	Benghazi	male
41	Beneficiary of "Ta'azur" - Moomken engaged CSOs to implement livelihood initiatives	Benghazi	female
42	Beneficiary of "Ta'azur" - Moomken engaged CSOs to implement livelihood initiatives	Benghazi	female
43	Beneficiary of "Ta'azur" - Moomken engaged CSOs to implement livelihood initiatives	Kikla	male
44	Beneficiary of "Ta'azur" - Moomken engaged CSOs to implement livelihood initiatives	Kikla	male
45	Beneficiary of "Ta'azur" - Moomken engaged CSOs to implement livelihood initiatives	Kikla	male

46	Beneficiary of "Ta'azur" - Moomken engaged CSOs to implement livelihood initiatives	Kikla	male
47	Beneficiary of "Ta'azur" - Moomken engaged CSOs to implement livelihood initiatives	Sabha	female
48	Beneficiary of "Ta'azur" - Moomken engaged CSOs to implement livelihood initiatives	Sabha	male
49	Beneficiary of Tec+ programme	Ubari	male
50	Beneficiary of Tec+ programme	Benghazi	male
51	Beneficiary of Tec+ programme	Tripoli	male
52	Beneficiary of Tec+ programme	Tripoli	female
53	Beneficiary of Tec+ programme	Sabha	female

General methodological notes

- Sites of the study: two online FGDs (one with CSOs, and another one with livelihood interventions beneficiaries) were conducted by the national consultant.
- Gender-sensitive approach: focus groups were conducted online so there was no need to conduct FGDs separately for men and women.
- Selection of the respondents: ET, UNDP and implementing partners
- Number of observations: one-time observation, no future contact with subjects planned.
- Sample size: participants in community consultations – 5-8 individuals per FGD
- Language: Modern Standard Arabic

Protection, data and information collection and storage protocols for FGDs

Written protocols to ensure human subjects' safety and identities.

To meet the standards as set in the UNDP Procedure for Ethical Standards in Research, Evaluation, Data Collection and Analysis and ensure effective processes and accountability for ethical oversight of these processes; to ensure the protection of, and respect for, human rights within all research, evaluation, and data collection processes undertaken or commissioned by UNDP, the ET will undertake the following steps:

- The national consultant described the purpose of FGDs and the benefits for the subjects. Participants gave voluntary and informed consent.
- The national consultant advise subjects that they could choose not to participate or stop participating in FGDs at any time.
- Subjects were instructed not to share any personal and confidential information.
- The national consultant knew only the first names of the subjects participating; no addresses of subjects participating were shared with the ET.
- UNDP Project staff supported FDGs and provided additional guidance to ensure compliance with the UNICEF human subjects' safety rules.
- The national consultant was prepared to stop the FGDs if risks for subjects arose, such as disclosure of personal or confidential data.
- The national consultant advised the subjects to contact UNDP Libya directly if they had any complaints.
- Once FGD data was processed, the recordings were deleted.

Focus Group Discussions

Informant Consent Form to Obtain Oral Consent

Dear participants! UNDP is evaluating its Strengthening Local Capacities for Resilience and Recovery (SLCRR Top-up) Project. As a Project beneficiary, we would appreciate your feedback about the Project and how it affected your family and the community.

We are requesting your consent to participate in the focus group discussion. The information you provide will help UNDP to assess its performance.

The focus group discussion may take 60 minutes, depending on your available time and how much discussion the questions generate.

The moderator will lead the discussion and take notes during the discussion. To accurately capture the information provided, we request your permission to make an audio recording of the focus group discussion. We will produce a report describing what we have found regarding the

main themes that you and the other focus group participants tell us about. When we write about our findings, we might use direct quotes from this focus group, but we will not identify you individually. All information you provide will be treated as confidential. This means that it will not be passed on to anyone else in any way that could identify you. Your personal information will not be documented. Please keep the data from the discussion confidential afterwards.

Should you agree to participate in the focus group discussion, you can change your mind anytime. You may leave the activities and withdraw from the focus group discussion even after it starts. If you do not want to participate in this event, it will not affect your relationship with UNDP or its partners. This is true even if you change your mind after the focus group discussion has started.

If you have questions, please contact the UNDP focal point at the following phone number and email address: XX.

FGD Facilitator Obtaining Consent:

I discussed this study with the participants and answered all their questions in a language they understood. The participants understood this explanation and voluntarily agreed to participate in this study.

Name of facilitator:

Name of participant:

Date and time of FGD discussion:

Number of participants:

FGD Guide with representatives of CSOs that partner with the Project

Introduction

Hello dear participants of the focus group discussion. This discussion is a part of a data collection exercise for the final evaluation of the You were invited to participate in this focus group, as a representative of a CSO that partner with the UNDP SLCRR Top-up Project. Your insights and opinions would help us better assess Project's performance and shape recommendations on how UNDP can do better in local development and capacity building.

During the discussion, there are no right or wrong answers, we want to hear about your experiences. If some of the questions seem difficult to you, you do not have to answer them.

In order for us to analyze the results of our discussion, we are conducting audio and video recording. Participation in this study is anonymous. Your words and opinions will be presented in the report in a generalized form, without mentioning any individual (identifying) information.

The purpose of the FGD is to understand the unique challenges and needs faced by CSOs receiving low-level grants to implement projects across different geographic areas.

Let's get to know each other. [introduce consultant and individuals present]

What in your judgment are the main challenges facing your community?

How has your CSO come into existence? What is the mission of your CSO? Where do you operate? Who are your main stakeholders?

How has the conflict and political instability affected your community members, including the most vulnerable ones such as IDPs and returnees?

What mechanisms exist to involve women, IDPs and other vulnerable groups in community level decision making?

What are the main barriers to building resilience and peace at the community level?

How were you engaged with the Project? What was the role of your CSO in the Project? How did you get selected?

What were you expected to achieve with your funding from UNDP Project? Were you able to achieve it? If no, why?

Do you find the training opportunities provided by the Project relevant?

What are the core skills that you acquired through the trainings? How do you intend to use them?

What are your lessons learned from your partnership with UNDP Project? If you were to do this activity/grant project again, what would you change?

Looking forward, what are the most important areas related to livelihoods and development at the local level?

Organization	Attend	Gender
Nana Marin	Apologise	Female
Azier	Attended	Male
Shati El Nakheel	Apologise	Male
Women forum for development	Attended	Female
Sinmar organization	Attended	Female

FGD Guide with livelihood component beneficiaries

Introduction

Hello dear participants of the focus group discussion. This discussion is a part of a data collection exercise for the final evaluation of the You were invited to participate in this focus group, as a representative of a CSO that partner with the UNDP SLCRR Top-up Project. Your insights and opinions would help us better assess Project's performance and shape recommendations on how UNDP can do better in local development and capacity building.

During the discussion, there are no right or wrong answers, we want to hear about your experiences. If some of the questions seem difficult to you, you do not have to answer them.

In order for us to analyze the results of our discussion, we are conducting audio and video recording. Participation in this study is anonymous. Your words and opinions will be presented in the report in a generalized form, without mentioning any individual (identifying) information.

The purpose of the FGD is to understand the unique challenges and needs faced by livelihood beneficiaries across Libya.

- What are the primary challenges you face in securing a stable livelihood in your community?
- How would you describe the livelihood support and resources available to you?

- What types of livelihood support have you received from the UNDP Project (e.g., financial assistance, vocational training, business start-up kits)?
- How has the support provided by UNDP impacted your ability to earn an income and improve the well-being of your family?
- What additional resources or support do you feel would be most beneficial for improving your livelihood?
- Have you received any training or skills development as part of the support? If so, how has it helped you? What types of training or skills development programs would be most beneficial for individuals like yourself?
- What recommendations do you have for improving livelihood support programs for other beneficiaries in similar situations? How can the programs be better tailored to support women and some vulnerable groups such as persons with disabilities?

Beneficiary's type	Attend	Gender
Host community	Apologise	Female
Returnee	Apologise	Female
Host community	Attended	Female
Host community	Apologise - an interview was conducted later	Male
Host community	Apologise	Male
Host community	Apologise	Female

Annex 8 Survey instruments

General methodological notes

- Number of individuals to be surveyed/sample size: 114 (all trainings beneficiaries)
- Selection of the respondents: UNDP, Project, and the consultants
- Number of observations: one survey to assess Project long-term results

Protection, data and information collection and storage protocols for surveys participants

Written protocols to ensure human subjects' safety and identities

To meet UN ethical standards and ensure protection of, and respect for, human rights within all research, evaluation, and data collection processes, the ET undertook the following steps:

- Identifying information of individual subjects (e.g., address, email address, etc.) was not collected. UNDP did not have access to the answers provided. Nobody inside or outside of the Project was able to connect individual subjects with their responses.
- Once the survey was closed, the individual answers were deleted.

Generic text of the introduction message to beneficiaries inviting them to participate in surveys and a questionnaire

Dear partners!

Introduction.

Hello. This survey is a part of a data collection exercise for the baseline study of the UNDP SLCRR Top-up Project. You are invited to participate as a Project beneficiary. Your insights and opinions would help us better understand a starting point of Project's operations to help UN partners to prioritize their actions addressing local needs.

Filling out the questionnaire will take you 10-15 minutes. Required questions are marked with an asterisk *. The survey is anonymous, which means that we do not ask you to provide your first or last name. If this is important to you, you can provide your personal information. All information that you provide is confidential, and it will not be possible to determine from the survey results which answers belong to specific people.

If you agree to take part in the survey, you may change your decision at any time. This means that you may refuse further participation in the survey after it has begun. If you do not want to take part in the survey, this will not influence your relationship with the UNDP or its partners. We present our apologies if you find some of the questions improper for you. You may not answer such questions, and we will understand and accept your refusal.

If you have any questions while filling out the questionnaire, please contact XX (UNDP contact person or the national consultant) at the following phone number and e-mail address:

Your opinions are important to us. Thank you in advance for participating in the survey!

Hello: This survey is a part of a data collection exercise for the baseline study of the UNDP SLCRR Top-up Project. You were invited to participate as a Project beneficiary. Your insights and opinions would help us better understand a starting point of Project's operations to help UN partners to prioritize their actions addressing local needs.

Filling out the questionnaire will take you 10-15 minutes. Required questions are marked with an asterisk *. The survey is anonymous, which means that we do not ask you to provide your first or last name. If this is important to you, you can provide your personal information. All information that you provide is confidential, and it will not be possible to determine from the survey results which answers belong to specific people.

If you agree to take part in the survey, you may change your decision at any time. This means that you may refuse further participation in the survey after it has begun. If you do not want to take part in the survey, this will not influence your relationship with the UNDP or its partners. We present our apologies if you find some of the questions improper for you. You may not answer such questions, and we will understand and accept your refusal.

Your opinions are important to us. Thank you in advance for participating in the survey!

General information:

1-Do you agree to start filling out the questionnaire?

- Yes
- No

2-What is your gender?

- Male
- Female
- Prefer not to disclose.

3-What is your location?

4-What is your position within the Municipality or the local government institution?

- Junior level
- Mid-level
- Senior level

5-Staff experience?

- 2-5 years
- 5- 10 years
- +10 years

Activity information:

6-Did the training program cover the topics that were most important to you?

- Yes
- no

7-How would you rate the overall quality of this training session?

- 1
- 2
- 3
- 4
- 5

8-Was the training program interactive and engaging?

- Yes
- No

9-Was the location of the training comfortable?

- Yes
- No

10-Was the environment of the training conducive to learning?

- Yes
- No

11-How would you rate the trainer's style of training?

- 1
- 2
- 3
- 4
- 5

12-How would you rate Trainer's engagement & interaction with the trainees?

- 1
- 2
- 3
- 4
- 5

13-How would you rate knowledge, expertise, and skills of the trainers?

- 1
- 2
- 3
- 4
- 5

14-How would you rate Presentation skills of the trainers?

- 1
- 2
- 3
- 4
- 5

15-Did the training program, effectively introduce and strengthen municipal capacities to identify, assess, and mediate local conflicts in collaboration with local communities and traditional social structures?

- Yes
- No

Gender Opportunities:

16-Compared to before the project, do you feel women in your community now have greater access to this type of training.

- Yes
- No
- Not sure

17-Have you observed any instances of discrimination or unequal treatment in accessing the project?

- Yes
- No

Sustainability of the project:

18-Do you feel confident applying the skills and knowledge gained from the training to your work independently?

- Yes
- No

19-Have you been able to apply the skills and knowledge gained from the training program in your work?

- Yes
- No

Lesson learned:

20- Did you receive sufficient support and guidance during and after the training activities?

- Yes
- No

21- Were there any follow-up mechanisms or opportunities for continued learning and support?

- Yes
- No

22- Did the project provide opportunities for participatory learning and knowledge-sharing among the participants?

- Yes
- No

Annex 9 Site visits questionnaires

The data and information collected from the interviews with the implementing partners will be triangulated with the data collected through field observations, KIIs and FGDs with direct and indirect beneficiaries.

Site visits questions

Basics information

1. The interviewee name.
2. The interviewee's telephone number
3. The interviewee gender.
4. The interviewee age.
5. What is your position within the Municipality or the local government institution?
 - Junior level
 - Mid-level
 - Senior level
6. Staff experience?
 - 2-5 years
 - 5- 10 years
 - +10 years
7. Are you IDPs, Returnee, Migrant?

For trainings activity:

1. Are the project activities being implemented according to the planned schedule?
 - Yes
 - No
2. How would you rate the overall progress of the project implementation? (on a scale of 1 to 5).
3. Have there been any unexpected issues that have affected the progress of the project?
 - Yes
 - No
4. How would you rate the level of collaboration and coordination among project stakeholders? (on a scale of 1 to 5)
5. How likely is it that the project activities and benefits will be sustained after the project concludes? (on a scale of 1 to 5)
6. Are there any plans or strategies in place to ensure the sustainability of the project outcomes?
 - Yes
 - No

For basic services:

1. How would you rate the overall quality of the services provided by the project? (e.g., on a scale of 1 to 5)
2. Did the services meet your expectations?
 - Yes
 - No
3. Were the services provided in a timely manner according to the agreed-upon schedule?
 - Yes
 - No
4. How satisfied were you with the timeliness of service delivery (on a scale of 1 to 5)?
5. How satisfied are you with the services received? (on a scale of 1 to 5)
6. Did the services adequately address your needs and requirements?
 - Yes
 - No
7. To what extent do you feel that the services provided have met the intended objectives and outcomes? (on a scale of 1 to 5)
8. Have you observed any tangible improvements or positive changes resulting from the services?

More elaborate questions:

1. Do you think the project successfully increased access to clean water for your community?
 - Yes
 - No
2. Do you think the project improved the availability of healthcare facilities in the project area?
 - Yes
 - No
3. Do you think the project enhanced the quality of education services provided to the beneficiaries?
 - Yes
 - No
4. Do you think the project effectively addressed sanitation needs in the target community?
 - Yes
 - No
5. Do you think the project prioritized and included marginalized or vulnerable populations in accessing basic services?
 - Yes
 - No
6. Do you think the project established sustainable mechanisms for the maintenance and operation of the provided services?
 - Yes
 - No

7. Do you think the project actively engaged the local community in identified the basic service needs?
 - Yes
 - No

Gender information

1. Did the project specifically target and prioritize addressing gender disparities in accessing basic services?
 - Yes
 - No
2. Did the project result in improved access to basic services for women and girls in the target community?
 - Yes
 - No
3. Did the project actively involve women and girls in decision-making processes related to basic services?
 - Yes
 - No
4. Did the project address gender-based barriers and challenges that hindered women and girls from accessing basic services?
 - Yes
 - No

Sustainability

1. Has the project established mechanisms to ensure the long-term operation and maintenance of the improved basic services?
 - Yes
 - No
2. Were local capacities strengthened to independently manage and sustain the basic services beyond the project's duration?
 - Yes
 - No
3. Has the project incorporated training and knowledge transfer activities to equip the local community with the necessary skills to sustain the provided services?
 - Yes
 - No

Lesson learned.

1. Do you think the project established mechanisms to ensure the long-term operation and maintenance of the improved basic services?
 - Yes
 - no

Output 2

Description: Capacities of target communities and local stakeholders enhanced towards social cohesion and community security

Basics information

1. The interviewee Name.
2. The interviewee telephone number
3. The interviewee gender.
4. The interviewee age.
5. What is your position within the Municipality or the local government institution?
 - Junior level
 - Mid-level
 - Senior level
6. Staff experience?
 - 2-5 years
 - 5- 10 years
 - +10 years

The activity information

1. Did the training meet your expectations?
 - Yes
 - No
2. How would you rate the overall quality of this training session?
 - Yes
 - No
3. Was the training program interactive and engaging?
 - Yes
 - No
4. Was the location of the training comfortable?
 - Yes
 - No
5. Was the environment of the training conducive to learning?
 - Yes
 - No
6. How would you rate the trainer's style of training?
 - 1
 - 2
 - 3
 - 4
 - 5
7. How would you rate Trainer's engagement & interaction with the trainees?
 - 1
 - 2
 - 3
 - 4
 - 5

8. How would you rate knowledge, expertise, and skills of the trainers?
 - 1
 - 2
 - 3
 - 4
 - 5

9. How would you rate Presentation skills of the trainers?
 - 1
 - 2
 - 3
 - 4
 - 5

10. Did the training program, effectively introduce and strengthen municipal capacities to identify, assess, and mediate local conflicts in collaboration with local communities and traditional social structures?
 - Yes
 - No

11. Did the project provide technical and financial support to your organizations to promote peaceful coexistence, enhance community security, and social cohesion?
 - Yes
 - No

12. Do you think your organization become powerful platforms for improving the lives of Libyans through advocating for change and engaging citizens?
 - Yes
 - No

13. Has your organization successfully implemented peace-building and social cohesion activities through small grants in different cities?
 - Yes
 - No

14. Do you think the project effectively enhance the capacity of target communities and local stakeholders to address social cohesion and community security issues?
 - Yes
 - No

Gender Opportunities

1. Compared to before the project, do you feel women in your community now have greater access to this type of training.
 - Yes
 - No
 - Not sure

2. Have you observed any instances of discrimination or unequal treatment in accessing the project?
 - Yes
 - No

Sustainability of the project

1. Do you feel confident applying the skills and knowledge gained from the training to your work independently?
 - Yes
 - No
2. Is there evidence of local institutions incorporating the capacity-building outcomes into their long-term plans and frameworks?
 - Yes
 - No

Lesson learned.

1. Did the capacity-building project address the specific needs and challenges of the target beneficiaries?
 - Yes
 - No
2. Were the participants actively engaged and motivated throughout the project?
 - Yes
 - No
3. Did the project provide opportunities for participatory learning and knowledge-sharing among the participants?
 - Yes
 - No

Output 3

Description: Employment opportunities created, and individuals supported to develop economic income generating activities

Basics information

1. The interviewee Name.
 2. The interviewee telephone number
 3. The interviewee gender.
 4. The interviewee age.
 5. What is your startup/company /organization name?
1. What is your position within the startup/organization /company?
 - Junior level
 - Mid level
 - Senior level
 2. Number of the Staff in the startup/ organization?
 - 2-3
 - 3-10
 - 10-50
 - +50
 3. The startup /organization fields of work

The activity information

1. Did the project conduct assessments to identify economic needs and opportunities in the target municipalities?

- Yes
 - No
2. Do you think the project offer various support mechanisms for your start-ups organization?
 - Yes
 - No
 3. Do you think your startups /organization project create any new jobs through its various initiatives?
 - Yes
 - No
 4. Do you think your startup / organization project prioritized created employment opportunities for women and vulnerable groups (IDPs, returnees, migrants)?
 - Yes
 - No
 5. Has your startups/organization project spent all the funds given?
 - Yes
 - no

Gender Opportunities

1. Did your startups/organization specifically target women for the participation?
 - Yes
 - No
2. Was there a dedicated focus on supporting women through the various programs offered?
 - Yes
 - No
3. Were gender-specific considerations taken into account during the implementation?
 - Yes
 - no

Sustainability of the project

1. Did your startup /organization focus on providing apprenticeships and training programs that equip participants with skills relevant to the local job market?
 - Yes
 - No
2. Do you think your startup /organization facilitate knowledge transfer, capacity building, or skills development to enable individuals and businesses to sustain their economic activities beyond the project's duration?
 - Yes
 - No
3. Was there a mechanism in place to monitor and evaluate the sustainability your startup /organization overall delivery, including the utilization of funds and achievement of outcomes?
 - Yes
 - no

Annex 10 Pledge of Ethical Conduct



Annex 6. Code of Conduct

United Nations Evaluation Group Code of Conduct for Evaluation in the UN System Evaluation Consultants Agreement

Form to be signed by all consultants as individuals (not by or on behalf of a consultancy company) before a contract can be issued.

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

Lubna Albeshari

I confirm that I have received and understood and will abide by the [United Nations Code of Conduct for Evaluation](#).

Signed at Benghazi, Libya on January 10, 2024

Signature: *Lubna Albeshari*



Annex 6. Code of Conduct

United Nations Evaluation Group Code of Conduct for Evaluation in the UN System Evaluation Consultants Agreement

Form to be signed by all consultants as individuals (not by or on behalf of a consultancy company) before a contract can be issued.

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

Arkadi Taritayn

I confirm that I have received and understood and will abide by the [United Nations Code of Conduct for Evaluation](#).

Signed at Concord, Ontario, Canada on January 1, 2024

Signature: *Arkadi Taritayn*