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Libya

**Terms of Reference**

**OUTCOME EVALUATION**

**Country Programme 2006 -2010**

“Greater awareness, capacities and means to preserve

the environment at global, national and local levels”

1. **Background and Context**

### Libya is a North African country located along the southern coast of the Mediterranean Basin. Its total land area is about 1.76 million km2, most of which (95.2%) is desert, while the rest is either rangeland (4%), or agricultural land (0.4%), and less than 0.3% is a scattered forested area. The annual average rainfall is estimated at 300-400mm depending on climatic and topographic features. Four phyto-geographical regions are present in Libya and these include a narrow coastal strip, semi-coastal hills, sub-Saharan areas and the Sahara desert belt.

### The Mediterranean coast and the Sahara desert are Libya’s most prominent natural features, while the several highland regions are not true mountain ranges except for in the largely empty southern desert near the border with Chad, where the Tibesti Massif rises to 2200 meters. The relatively narrow coastal strip and highland steppes, immediately south of the coast, are the most productive agricultural regions in the country, while still farther south, a pastoral zone of sparse grassland gives way to the vast Sahara desert, a barren wasteland of rocky plateau and sand.

Libya’s environmental challenges include limited water resources, land degradation, fragmented mechanisms for environmental management and monitoring, inadequate solid and hazardous waste management, and oil spills.

Libya’s main concern has been to attain a sustainable water management strategy during its agricultural and economic development. The falling water tables in Libya’s most productive agricultural regions (Gefarah plains) caused by over-irrigation pose severe long-term ecological threats. The government began to recognize this in the beginning of the 1980s and took measures to discourage citrus orchards and vegetable plantations, both of which require large amounts of water. However, the most stringent steps required to save coastal water resources – principally regulating irrigation practices and changing the land tenure system to make it more water efficient - conflicted with the Government’s concept of economic equity which favored the intensive irrigated cultivation of small plots of agricultural land by individual farmers.

The Great Man Made River (GMMR) was initiated in 1983 and now has the capacity to pump 5 million cubic metres of water to coastal regions a day. This amount of water would be sufficient to irrigate 180,000 ha of pasture for 2 million sheep and 200,000 cattle, and to supply the industrial and domestic needs of coastal areas.

### As part of continuing efforts to meet the country’s obligations and requirements, Libya has been one of the leading developing countries to give due attention to environmental protection, as confirmed by the country’s adoption of several related laws and regulatory frameworks, the most prominent of which are:

### The maritime laws of 1976

### Law 106 of 1973 pertinent to environmental protection and health

### Law No. 263 for the establishment of the General People Committee for Environment

### Law number 5 for the protection of rangelands and forests

### Law No 11 dealing with transport

### Law number 15 (dated 1989) for the protection of wildlife and natural habitats

### In addition to the above, the Government of Libya is one of first few countries in Africa and the Middle East to engage itself and meet some of its obligations under UN international conventions on environment and several other regional binding protocols/agreements on environment.

### The government signed and ratified the United Nations Framework Convention on Climate Change (UNFCCC) on 14 June 1999. It has adopted a number of measures to meet the convention’s obligations on monitoring activities associated with greenhouse gas emissions and clean and efficient energy technologies, in addition to rationalizing the use of crude oil resources. A National Committee on Climate Change was established in 2000, and is hosted within the National Oil Company. Libya also signed the Convention on Biological Diversity in 1992, and in 2001 it ratified the convention, and subsequently established a National Committee on Biodiversity. The purpose of this committee is to co-ordinate all national efforts related to CBD implementation in the country.

### The Libyan Government ratified the United Nations Convention to Combat Desertification (CCD) on 22 July 1996, and assigned the People Committee of the Agriculture General Authority (AGA) as the Focal Point. A first national report (in English) to the CCD was submitted in 1999 and a second national report was prepared and submitted (in Arabic) in 2002. A National Action Programme for Combating Desertification (NAP) has yet to be developed and for this the National Committee to Combat Desertification has been established under the General Secretariat of Agriculture.

The General Water Authority (GWA) is a national entity that is primarily charged with performing scientific and applied water studies and research in order to ensure best exploration of the existing or new water resources. It also supervises the design of dams, and follows up their operation and maintenance, as well as carrying out other duties such as proposing the general water policy and outlining priorities.

The Environment General Authority (EGA), is the main national entity charged with coordinating and monitoring environmental management in Libya. It was established in 2000 to replace the Technical Centre for Environmental Protection. EGA coordinates overall environmental issues, actions and policies, and is responsible for the establishment of environmental specifications and standards in the country. EGA is also responsible for the dissemination of environmental information, advocacy and public awareness.

**Outcome 6: “Greater awareness, capacities and means to preserve the environment at global, national and local levels” is driven by 9 projects.**

***00013422 – Mapping of Natural Resources***

*The objective of the project is to construct a pilot model for the Gefara Plain and to establish user needs, system functionality requirements, and test the prototype components as a precursor to the national implementation of the Land Resource Information Management System (LRIMS) in order to support the renewal of natural resources. After developing and testing the pilot model in the Gefara Plain, the model will be replicated in other identified areas.*

*This is an ongoing project implemented by FAO with the Agricultural Research Center at the Secretariat for Agriculture. The estimated budget is US$ 3,294,148. The project started in 2001 and will end in 2010*

***00050071 - UNDP-GEF Enabling Activities Project - National Capacity Self Assessment PIMS 2714***

*The objective of the National Capacity Self Assessment (NCSA) project is to provide national stakeholders in Libya with the opportunity to articulate a thorough, participatory self- assessment and an analysis of national capacity building needs and priorities, as well as constraints against the achievement of global environmental objectives as set forth in the Rio Conventions and related international instruments.*

### The NCSA facilitates a cross-sectoral consultative process informed by capacity building assessments and the sequencing and prioritizing of capacity needs, in order to identify challenges that prevent the country from fully meeting its obligations under the relevant environmental conventions. Specific outputs to be accomplished through the NCSA process include the identification of priority areas of action within and across the GEF thematic areas of biodiversity, climate change, and land degradation. This will act as a catalyst for targeted and co-ordinated actions as well as requests for future funding to protect the global environment within the broader perspective of sustainable development . The sustainable institutional system that will be created within the framework of the initial NCSA will ensure that capacity needs assessment continues in a comprehensive and systematic manner.

*The project is being implemented by EGA through a National Execution Modality with a total budget of US$200,000 GEF – (actual $148,000) - $50,000 Libyan Gov- (actual $25,000) - The project started in February 2006 and will end in June 2011.*

*00054203 - Establishing Environmental Geographic Information System (EGIS)*

*The object of the project is to support the Environment General Authority (EGA) in the planning, design and implementation of a Geographic Information System (EGIS) to support EGA in carrying out its mandated responsibilities in monitoring, assessing and responding to various environmental conditions and emergencies that occur in Libya. It will also help to build institutional capacity through strengthening the capacities of EGA’s staff to effectively run the system in a sustainable manner. The EGIS will be developed in such a manner that the technology will be logically and functionally integrated into the organization’s operational processes.*

*The project outputs can be summarized as follow:*

1. outlining general requirements and development needs
2. *Detailing the blueprint of the system*
3. *Developing a Strategic Plan*
4. *Developing a Pilot Programme*
5. *Staff Training Programme*

*The project is beingimplemented by EGA using a National Execution Modality with a total budget of US$1,303,000. The project was signed in 2006 and is planned to close in 2011.*

***00054207 - Strengthening EGA Capacity for Sound Enviromental Management***

*This project is designed to support the Environment General Authority (EGA) with its ever-growing environmental activities through developing a consultative process that includes training, awareness raising, information dissemination, and the formulation of policies, strategies and programmes addressing various environmental issues.*

*The project aims to enhance institutional and individual staff effectiveness in applying innovative management techniques to help carry out environmental protection tasks. Additionally, the project will contribute to improving EGA efficiency and enhancing its competence in its enviromental management and coordination role.*

*The project is being implemented by EGA through a National Execution Modality with a total budget of US$1,303,000. The project started in 2006 and will end in 2011.*

*00054208 - Equipping the Laboratories of the EGA*

*This project aims to equip the laboratories of the Environment General Authority (EGA) in order to qualify them to carry out a variety of monitoring functions that will include performing inspections for pollutants. Furthermore, these laboratories, once fully equipped, will oversee the country's imported goods to ensure their adherence to Libyan environmental specifications and standards. The laboratories will also support environment research initiatives.*

*The project is being implemented by EGA using a National Execution Modality with an original total budget ofUS$1,000,000, which was later increased to US$5,486,788.62. The project started in 2006 and it is expected to end in 2011.*

00054983 - Promotion of Environmental Education:

*The project has been closed without implementation at the request of EGA management.*

*00054209 – Enhancing National Partnership in support of Protected Areas Management*

*The project aims at proposing an umbrella intervention at the national level to complement national initiatives towards establishing EGA as a leader in environment protection, legislation and sensitization, as well as an agency with a cross cutting mandate to mobilize national efforts towards environmental protection .*

*The project output could be summarized as follows:*

1. *Strengthening the institutional capacity of EGA in PA management*
2. *Enhancing national coordination on protected area issues*
3. *Introducing a culture of awareness on Protected Areas.*
4. *Developing a model for protected area management institutes and establishing the basis for a protected areas management model that could be easily replicated.*

*The project will also support EGA in building partnerships on environment protection with government institutions and the private sector.*

*The project is being implemented by EGA using a National Execution Modality with a total budget of US$850, 000. The project started in 2006 and will end in 2011.*

***00055477 - National Framework for Solid Waste Management and Action Plan for Hazardous Waste Disposal in Libya***

*The project aims to support the development of appropriate, affordable and sustainable waste management practices for Libya and at strengthening national capacity. It is also aimed at building ownership to meet the country’s obligations under the Basel and Stockholm conventions, in addition to preparing a hazardous waste national action plan.*

*Under the overall objective of developing and implementing appropriate and sustainable waste management practices throughout Libya, the project covers the following activities:*

* *Development of a National Solid Waste Management Policy*
* *Institutional Strengthening*
* *Public Education & Awareness Raising*
* *Improving Investment in Waste Management Infrastructure & Promotion of Cost Recovery Mechanisms*
* *Encouraging Private Sector participation in Service Delivery.*

*The project is being implemented by EGA using ta National Execution Modality and with a total budget of US$1.7 million. The project started in 2006 and will end in 2010.*

***00069233 - Strengthening General Water Authority Technical Capacity in Water Resources Planning and Management***

*This project is designed to support the General Water Authority (GWA) through developing a consultative process that includes training, upgrading of the laboratories and providing the GWA’s departments with technical support.*

*The project is geared to enhance institutional and staff effectiveness and ability to carry out sustainable water resource management tasks as well as the other functions of GWA.*

*The project is being implemented by the GWA using a National Execution Modality with a total budget of US$202,647 The project started in 2009 and will end in 2010*

1. **Evaluation Purpose**

This evaluation exercise is commissioned in line with the Evaluation Plan of the UNDP Country Programme (2006-2010) in the Libyan Arab Jamahiriya. This evaluation relates to CPD Outcome 6 “Greater awareness, capacities and means to preserve the environment at global, national and local levels”.  The evaluation will place a major emphasis on assesing the impact and overall contribution of this outcome to the CPD and to the Enviroment Plan 2009-2011, and will also produce recommendations for eventual adjustments and, to the extent possible, lessons learnt for the elaboration of the next initiative, focussing on:

* Evaluating the impact of UNDP interventions and their contribution to building national capacity for addressing enviromental challenges;
* Assessing the appropriateness and relevance of UNDP strategies to address the identified problems and hence contribute to the achievement of the outcome;
* Assessing if the outcome has been achieved or will be achieved given the activities supported by UNDP;
* Asssing and providing feedback on the validity/relevance of the outcome for UNDP supported interventions, and the extent to which the set results and outcomes have or can be achieved;
* Identifying gaps/weaknesses in the current programme design and providing recommendations as to its improvement with particular reference to the stated outcome

1. **Evaluation scope and objectives**

This evaluation is carried out in the last year of development interventions under the current CPD. The evaluators should give greater importance to assessing the efficiency and, as far as possible, the effectiveness of UNDP’s contribution to national priorities and CPD Outcome 6. They should assess whether the size of resources, both financial and human and partnership strategies continue to be cost-effective and should be continued or revised in the next Country Programme Document 2011-2014.

*Evaluators shall take into account and rank the following items:*

* *Status and degree of change in the outcomes, and factors influencing the outcomes*
* *Level of incurred changes: enabling environment, organizational and/or individual levels*
* *UNDP strategic positioning on achieving the outcomes*
* *Relevance of the outcomes and outputs*
* *Partnership strategy*
* *Sustainability: whether there is ownership and capacity to maintain and manage development in the outcomes*

The key stakeholders of Outcome 6 include, but are not limited to, the Environment General Authority, General Water Authority, and Agricultural Research Centre at the Secretariat of Agriculture.

**Worksheet on Outcome Evaluation: Categories of Analysis/Scope**

|  |  |
| --- | --- |
| **Category** | **Notes** |
| *Progress towards outcome realization* | *Review indicators and benchmarks to determine extent/degree of contribution to outcome realization by assessing progress made to date vis-à-vis baseline. Focus on how and why outputs and strategies contributed to achieving the outcome. Focus on questions of relevance, effectiveness, sustainability and impact.* |
| *Factors affecting outcome* | *These are social, political and economic factors. As such, the evaluation scope shall be as broad as possible so as to take all factors into account* |
| *UNDP’s contribution to outcome* | *Conduct quantitative and qualitative assessments of contributions from UNDP’s interventions vis-à-vis outcome indicators and baselines. The assessment should focus on determining the continued validity of the strategies applied to-date by UNDP so as to decide whether they should be revised and/or changed for the rest of the programme* |
| *Partnership strategy* | *Determine whether the best possible synergies have been established among partners and the steering role played by UNDP within this context. Assess whether other stakeholders and/or sponsors should be included and/or excluded from the programme in the future, including in the next phase of the CPD..* |

1. **Evaluation questions**

Specifically, the outcome evaluation should address, but not be limited to, the following questions and issues:

1. *Outcome analysis*

* *Are the outcomes and associated projects relevant, appropriate and strategic to national priorities and the UNDP mandate?*
* *Were the actions to achieve the outputs and outcomes effective and efficient?*
* *Were there multi-level interventions conducted (environment, organization, individual)? How many?*
* *Are the outputs and outcomes leading to benefits beyond the life of the existing projects?*
* *Which findings may have relevance for eventual adjustments and/or future programming?*
* *What is the current status and prospects for achieving the outcome with the indicated inputs and within the indicated timeframe?*
* *What are the main factors (positive and negative) within and beyond UNDP’s interventions that affected or are affecting the achievement of the outcome? How have these factors limited or facilitated progress towards the outcome?*
* *Were UNDP’s proposed contributions to the achievement of the outcome appropriate, sufficient, effective and sustainable?*
* *How did UNDP support gender equality and women’s participation in the achievement of the outcome?*

1. *Output analysis*
   * *What are the key outputs that have been produced by UNDP to contribute to the outcome?*
   * *Are the UNDP outputs relevant to the outcome?*
   * *Are the monitoring and evaluation indicators appropriate to link these outputs to the outcome, or is there a need to improve these indicators?*
   * *Has sufficient progress been made with regard to UNDP outputs?*
2. *Resources, partnerships, and management analysis*
   * *Was UNDP’s resource mobilization strategy in this field appropriate and effective in achieving this outcome?*
   * *Was UNDP’s partnership strategy in this field appropriate and effective in achieving this outcome?*
   * *Are UNDP’s management structures and working methods appropriate and effective in achieving this outcome?*
   * *Overall, assess the scope, relevance, efficiency and sustainability of UNDP’s resources mobilization, partnership and management arrangements in achieving this outcome.*
3. *Recommendations*

* *Based on the above analysis, recommendations should be provided as to how UNDP should adjust its programming, partnership arrangements, resource mobilization strategies, working methods and/or management structures for efficient and effective implementation of the current CPD and to the extent possible for the next country programming cycle.*

1. **Methodology**

Overall guidance on project evaluation methodology is provided in the [UNDP Handbook on Planning, Monitoring and Evaluation for Development Results](http://teamworks.beta.undp.org/pg/groups/306038/evaluation-group-libya-co/). The evaluators should coordinate closely with UNDP Country Office, project stakeholders and the projects team. Consultations should be held with relevant government partners involved in the process.

Based on a set of relevant quantifiable and qualitative indicators, a combination of quantitative and qualitative methods for collection and analysis of the data should be used, and consideration should be given to the social, economic and political context in which the project took place.

The following data collection and analysis should be considered:

* + Desk review of relevant documents (project document, etc.)
  + Discussions with Senior Management and relevant staff of UNDP Country Office
  + Regular in-depth consultation with project staff
  + Interviews with partners and stakeholders
  + Visits to project sites
  + Discussions with project team, project beneficiaries/partners;
  + Develop key evaluation questionnaires for the final beneficiaries and partners;

However, it is expected that the Evaluators will supply an inception report, in which he/she outlines the evaluation methodology to be applied before proceeding with the evaluation process. The inception report will also ensure the compliance of the Evaluation Report Template.

1. **Evaluation products (deliverables)**

The evaluation consultant will be accountable for producing the following deliverables in Arabic and English :

* Evaluation inception report: An inception report should be prepared by the evaluation consultant before going into the full evaluation exercise. It should detail the evaluator’s understanding of the project outputs, showing how each evaluation question will be answered by way of: proposed methods; proposed sources of data; and data collection procedures. The inception report should include a proposed schedule of tasks, activities and deliverables. The inception report should provide UNDP, national partners and the consultant with an opportunity to verify that they share the same understanding of the evaluation and clarify any misunderstanding at the outset. The evaluation inception report should be made available by the end of the third working day of the evaluation mission, at the very latest.
* Draft evaluation report: UNDP and national partners should review the draft evaluation report to ensure that the evaluation meets the required quality criteria by the end of the second working week of the evaluation mission.
* Final evaluation report:

The evaluators are required to discuss with UNDP the full draft of the evaluation report prior to its finalization. Both reports should be submitted in hard copy and electronic form.

***Dissemination mechanisms***

*The results will be presented at a round-table meeting involving all key stakeholders, including private sector entities and NGOs. The final evaluation report will be placed on the UNDP CO website and distributed through regular government channels to interested parties.*

1. **Evaluation team composition and required competencies**

The evaluation will be conducted by two independent national and international consultants who have not participated in the project preparation and/or implementation. They must not have any conflict of interest with project related activities. The consultants will be responsible for conducting a mission to Libya to meet the stakeholders, and will be responsible for drafting the inception report and finalization of the evaluation report.

Education:

* Advanced university degree in environmental sciences with background in social science

Work experience:

* Eight years of professional experience at the national and international levels in environment programme/projects and monitoring and evaluation
* Sound knowledge about results-based management (especially results-oriented monitoring and evaluation)
* Previous work experience in related areas with UNDP or other development organizations preferably in the region

Languages

* Fluency in Arabic and English.

Competencies

* Strong statistical and analytical, quantitative and qualitative research skills.
* Strong knowledge of results-based management.
* Demonstrated ability to work in a multi-cultural environment, and establish harmonious and effective working relationships both within and outside the organization.
* Good negotiation and communication skills.

1. **Evaluation ethics**

The evaluation exercise will be conducted in accordance with the principles outlined in the UNEG “Ethical Guidelines for Evaluation”.

1. **Implementation arrangements**

To facilitate the project evaluation process, UNDP Libya has set up an M&E Focal Point (EFP) to support the Portfolio Manager (PM) and the National Project Coordinators (NPC) in coordinating the evaluation process internally and externally. However, the evaluation will be fully independent and the evaluation team will retain enough flexibility to determine the best approach in collecting and analyzing data for the outcome evaluation.

1. **Time-frame for the evaluation process**

|  |  |  |  |
| --- | --- | --- | --- |
| Activity | Timeframe | Place | Responsible Party |
| Evaluation design, methodology and detailed work plan |  |  | UNDP CO,  Consultants |
| Desk review |  |  | Consultants |
| Interviews, consultations  1st Draft Outline and Presentation to the Stakeholders and UNDP |  |  | consultants and M&E Focal point & DRR |
| Preparation and submission of 1st draft of the evaluation report |  |  | consultants |
| Feedback on draft report from stakeholders and UNDP |  |  | M&E Focal point and DRR |
| Finalization of evaluation report. Presentation to stakeholders |  |  | consultants |

**11. Cost**

The daily rate for the evaluator will be determined according to qualifications and past experience and based on UNDP rates.

The evaluation fees will be paid in three equal installments (33.33% each).

* The first installment will be paid upon signing the consultancy contract;
* The second installment upon submission of the draft report; and
* The final one, upon acceptance of the final report.

**12.Reading Materials (Annexes)**

1. Country Program Document for Libya 2006-2010;
2. Annual Work Plans and Progress Reports;
3. Programme documents and relevant thematic reports;
4. .Other documents and materials related to the outcome to be evaluated.
5. EGA National Environment Plan 2009-2011
6. UNDP Regional programmes on environment
7. UNDP Regional Gender strategy and action plan
8. UNDP Result-Based Management: Technical Note;
9. Ethical Guidelines for Evaluation.