



# ASSESSMENT OF DEVELOPMENT RESULTS LIBYA

EVALUATION OF UNDP CONTRIBUTION



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**ASSESSMENT OF DEVELOPMENT RESULTS** **LIBYA**  
EVALUATION OF UNDP CONTRIBUTION

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### ASSESSMENT OF DEVELOPMENT RESULTS: EVALUATION OF UNDP CONTRIBUTION – LIBYA

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**Editing:** Jeffrey Stern, Suazion, Inc.  
**Design:** Suazion, Inc. (NY, suazion.com)  
**Production:** Consolidated Graphics

# FOREWORD

This Assessment of Development Results was conducted in Libya by the UNDP Evaluation Office in the second half of 2009. It is an independent country-level evaluation that examines UNDP contribution to the country's development results over the ongoing and previous programming cycles. The evaluation aims to provide forward-looking recommendations to assist the UNDP country office and its partners in the formulation and implementation of the next programming cycle and also to support greater accountability to national stakeholders and the UNDP Executive Board.

During the period covered by the evaluation, Libya changed significantly in terms of its engagement with the international community and the diversification of its economy away from reliance on oil. These changes provided UNDP with opportunities to deepen its engagement with Libya and play an important role in supporting the development process. Although UNDP has a special position in Libya because of its long-term commitment to national development, this evaluation found that UNDP performance during the evaluated period has been mixed.

As Libya is a higher income country, UNDP classifies it as a net contributor country and does not allocate the same programming resources as for

countries with lower incomes. The 2007 UNDP 'Evaluation of the Role of UNDP in the Net Contributor Countries of the Arab States' revealed that it is not always easy to adapt UNDP corporate programming process to a net contributor country context. This ADR concluded the same.

The ADR further found that despite its efforts, UNDP still needs to change the way it works in Libya—by moving towards a fuller partnership with national authorities to provide upstream advice and active consultation for better country-led programming. This change in the relationship is at the core of ADR recommendations, which specifically stress the importance of improved reporting to national authorities to promote greater UNDP accountability.

I hope this evaluation will be useful to UNDP and its national partners in the implementation of the new country programme. I also believe that the evaluation has useful lessons that will help ongoing UNDP reflections on how it works with other middle-income and net contributor countries.



Juha Uitto  
Deputy Director, Evaluation Office

# ACKNOWLEDGEMENTS

A number of people contributed to this evaluation. First and foremost, Dr. Ragaa Makharita, the evaluation team leader, provided his expertise and dedication. The Evaluation Office is equally grateful to all the people in Libya who willingly gave their time to respond to the requests of the evaluation team, with special thanks to Esam Garba of the General People's Committee for Planning and Finance for his support and guidance.

This evaluation would not have been possible without the support and contributions from the staff of UNDP Libya: Resident Representative Brian Gleeson during the early stages of the evaluation process and, in particular, the Deputy Resident Representative, Ramanathan Balakrishnan, who was Resident Representative ad interim for most of the evaluation process and without whose support the evaluation could not have taken place. Sincere thanks also go to: Amin Sharkawi of the UNDP Regional Bureau for Arab States, who provided critical support to the evaluation from the beginning; the external reviewers of the draft report, Nurul Alam and George Zaidan; and the internal Evaluation Office reviewer Sukai Prom-Jackson. Evaluation Office staff who guided and supported the evaluation process include Mr. Michael Reynolds, the Task Manager of this evaluation; and Thuy Hang To, Caroline Monyi and Anish Pradhan, who provided administrative and production support.

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# ACRONYMS AND ABBREVIATIONS

ADR	Assessment of Development Results
CPAP	Country Programme Action Plan
CPD	Country Programme Document
EGA	Environment General Authority
EO	Evaluation Office
GDP	Gross domestic product
MDGs	Millennium Development Goals
NCC	Net contributor country
NEDB	National Economic Development Board
ODA	Official development assistance
OPEC	Organization of Petroleum Exporting Countries
TOR	Terms of Reference
UNIDO	United Nations Industrial Development Organization



# EXECUTIVE SUMMARY

This Assessment of Development Results (ADR) was conducted by the UNDP Evaluation Office (EO) to assess and demonstrate evaluative evidence of the UNDP contribution to development results in Libya since 2003. The EO conducted this ADR during 2009, covering the ongoing and previous country programmes, 2003–2005 and 2006–2010, respectively (the latter was originally planned for 2006–2009 but was extended through to 2010.)

For pragmatic reasons—such as, for example, the lack of institutional memory on both the UNDP and national counterpart sides—this evaluation focused on the ongoing programme, though it includes interventions started during and continued past the previous programme cycle. The evaluation covered activities funded by all financial resources (national institutions, UNDP core resources, foundations, donors, etc.) and all execution and implementation modalities. Non-project activities were also included in the evaluation process to assess the extent of collaboration between the country office and its counterpart authorities.

Within this scope, the overall objectives of the ADR in Libya were to:

- Provide an independent assessment of the progress, or lack thereof, towards achieving the expected outcomes envisaged in the UNDP programming documents, as well as the expected results of UNDP response to national development needs;
- Provide an analysis of how UNDP has positioned itself to add value to national development efforts and how it responded to changes in the local context; and
- Present key findings, draw conclusions and provide a set of clear and forward-looking recommendations for making adjustments

for the remaining period in the current country programme and for developing the next programme.

## CONTEXT

Libya has a high human development rank. The latest national Millennium Development Goals (MDG) report (2009) concluded that Libya is well placed to attain the MDGs within the established timeframe. While extreme poverty is not found in Libya, there remains a need to address disparities among different geographic regions. Equally important is the need to balance ongoing national economic restructuring with social policies that safeguard the living standards of the vulnerable.

To sustain development and growth, the Libyan economy is undergoing a major transition: it is moving away from an almost total dependence on energy resources, which became of significant commercial value in 1959, to a relatively liberal economy with diversified sources of revenue. The crude oil and gas sectors have thus far provided 70% of its gross domestic product (GDP) while employing only 3% of the workforce. Since the lift of UN sanctions in 1999, Libyan authorities have been implementing a series of measures to reform and open the economy, and progress towards a free-market economy has been steady but slow.

Libya achieved significant progress in the education sector, specifically in growth of literacy rates, women's education and access to education. However, there remains a need to ensure quality of education, particularly in remote regions. Although the ongoing economic transition has changed both the structure and the nature of the local labour market, the education sector has been slow to respond to these new market requirements.

Ensuring quality healthcare services is one of the central challenges facing the health sector. The healthcare infrastructure has improved considerably, but the system continues to depend on expatriates and offshore health centres for specialized care. Reforming primary healthcare and referral systems is another challenge that requires attention.

Recognizing the multi-dimensional nature and cultural factors related to the HIV/AIDS issue facing Libya, the authorities are streamlining activities by developing a comprehensive national HIV/AIDS policy. There is a significant need for institutional capacity building to combat the spread of the epidemic and ensure the availability of data on vulnerable groups.

Gender equality remains among national priorities. There has been significant progress towards gender equality, particularly in the education sector. Libyan women's participation in the labour market has also increased. Despite these encouraging indicators, the women's participation in political and economic processes continues to be limited as a consequence of social traditions and preconceptions.

## **UNDP IN LIBYA**

Libya became a Member State of the United Nations (UN) in 1955, four years after achieving independence. Although now strong, Libya's relationship with the UN at the political level was strained as a result of the sanctions imposed in 1992 and their subsequent impact on Libyan economy and society. Yet at the technical level, UNDP capabilities and its access to the UN system provided the main—and often the only—source of technical know-how. Since the lift of UN sanctions in 2003–2004, Libyan authorities face a greater range of partnership options, ranging from multilateral agencies such as The World Bank to private consulting firms.

During the period covered by this evaluation (2003–2010), UNDP implemented two country programmes, expanding the second from its

original closing date of 2009 by a year. Despite the absence of a national development plan during this time, UNDP responded to the needs and priorities identified by national sector institutions.

The 2003–2005 programme was planned consistently with the UNDP mandate for sustainable human development and its orientation towards upstream activities. As such, it focused on three strategically interlinked thematic areas:

1. Capacity building for sustainable human development and public-sector reform;
2. Economic diversification; and
3. Decentralization and local governance.

The 2006–2009 Country Programme Document (CPD) indicated formulation on the basis of a broad consultative process involving public, private and civil-society partners. The process incorporated analyses made in the first MDG Report, the second National Human Development Report and the Arab Human Development Report series. Accordingly, the CPD was designed to focus on three strategic areas:

1. Economic reform and diversification;
2. Development of education and a knowledge society; and
3. Improved governance at the local and national levels.

## **MAIN FINDINGS**

### **RELEVANCE AND RESPONSIVENESS**

All of the objectives and activities of projects reviewed were relevant to the needs and priorities of the national institutions requesting project support. This is a demand-driven environment, where UNDP worked directly with partner institutions or, when required, invited specialized UN institutions to assist in project implementation while retaining responsibility for all related implementation, monitoring and follow-up activities. It is that level of relevance that motivated Libyan authorities to provide the

necessary funding for project implementation.

The UNDP corporate strength of providing upstream policy advice was not visible and, therefore, cannot be confirmed. However, country-office management and staff provided guidance on specific project-related situations during design and implementation stages. It is also notable that, when financed by a particular agency, UNDP interventions are clearly relevant to that agency's needs, yet relevance becomes more difficult to assess in the context of broader national strategic priorities.

In addition, UNDP has not been able to respond to changes in national priorities—even when these were made quite explicit by national authorities' official policy statements or actions. When the country decided to develop strategies and mechanisms to accelerate the diversification of its economy and widen the role of the private sector to become the engine of development and source of foreign investments, UNDP did not use its corporate and comparative advantage to play an active role in developing needed strategies. This may be due to the country office's positioning as a demand-driven, reactive agency responding to the demands of national institutions that provide all the funds needed for project implementation. Such positioning has deprived UNDP from attaining an upstream policy advisory role—despite highlighting its importance in the 2006–2009 CPD. In the absence of a UNDP advisory resource, national authorities may have looked to use other international organizations, such as The World Bank, to meet growing demand for such services.

In a very broad sense, most evaluated projects in the two programmatic cycles did contribute to promoting UN values. Notable contributions were made in the areas of MDG achievement and promoting South-South cooperation. Due to the past UNDP role as a facilitator of UN-executed projects, a large part of the evaluated programme cycles was devoted to projects that may not have a direct human development impact of increasing Libyans' choices and

opportunities. As the UNDP mandate moves away from UN-agency execution towards nationally executed projects, a greater focus on human development is evident.

## **PARTNERSHIPS AND UN-SYSTEM COOPERATION**

UNDP is primarily a partner of Libyan national authorities. Still, it has also developed strong relationships with a number of Libya's emerging non-governmental organizations. There are also cases where twinning arrangements of cooperation with specific entities produced positive results, such as the success of the project to jointly support the Libyan National Meteorological Centre with the French national meteorological service Météo-France and assistance from the World Meteorological Organization, the UN agency of weather, climate and water.

Although the UNDP Libya has utilized the advisory services of the UNDP Regional Bureau for Arab States and others in the UNDP global network, a number of opportunities for partnerships were missed. Though UNDP has acted as a window to UN expertise, its move to national execution is changing its role, and it remains too early to assess whether UNDP will be able to continue facilitating Libya's access to the broader UN system.

## **EFFECTIVENESS**

Policy dialogue, as the term is generally understood, did not materialize in the 2003–2005 programming cycle. The same is true for the programming objective defined as “[Resident Coordinator] leadership on the global agenda”. “Increased support at the country level for global agenda for [sustainable human development]” was not concrete; there is really no room in the work programme, other than activities undertaken in the framework of a project funded by some entity. Under the objective of global conventions and funding, the intended outcome of “Increased national capacity for sustainable environment management development” was not evident despite the existence of six environment-area projects. The intended outcome under the

economic diversification objective was described as “improved work skills and new economic opportunities for the workforce and especially women”; however, all the training and skills-development that took place did not relate to economic diversification. Similarly, little directly related to decentralization and local governance took place outside projects requested by national authorities.

Observations on the 2006–2009 programming cycle are largely the same. Little is happening under economic diversification, the first of UNDP priority areas. Nonetheless, recent agreements with The World Bank demonstrate opportunities for multilateral development organizations to engage with Libyan authorities on this issue. Only the very initial steps towards the objective of mainstreaming the MDGs have been made, though there are funds from both the UNDP Democratic Governance Thematic Trust Fund and the national authorities to support such efforts. Little work was done in the area of reducing poverty, which is not a significant issue for Libya.

In the second UNDP priority area, education sector reform and creating a knowledge society, projects for curriculum review and development did “contribute to the development of human resources” as envisaged. The training activities conducted within the framework of different projects also contributed to fulfilling this objective.

The third priority area, improved governance at national and local levels, there is modest work to generate a significant contribution, with the exception of projects with the General People’s Committee for Justice (Ministry of Justice), where UNDP intervention was limited to introducing e-governance in only two pilot courts.

Part of the cause of lacking intervention effectiveness is the poor design of the results framework; outcomes are set very high, so much so that UNDP contribution is difficult to identify. This may be in response to the ad hoc—rather than strategic—approach to program-

ming, which has often led to an incoherent set of activities aimed at contributing to the stated programmatic outcomes. This is especially true in the area of support to information and communications technologies for development.

The quality of experts provided varied. However, experts retained for training and the transfer of knowledge and development of skills have created a valuable asset that contributes to sustainability.

## **EFFICIENCY**

Implementation delays are costly, and Libyan authorities raise questions about the impact of such delays on cost-effectiveness. The question of efficiency also relates to the implementation modality: whether it is national, direct or agency execution, the responsibilities the parties involved seem to be blurred. Some national authorities know of balances remaining in their projects, but no action was taken by UNDP Libya to implement activities that could consume such balances or return them to national authorities.

## **SUSTAINABILITY**

Projects that have had positive results create their own momentum and have a greater chance of being sustainable. The opposite is true when projects drag on for long periods: staff change, the level of enthusiasm gradually wanes and the probability of sustainability becomes marginal. While institutional changes may sometimes cause implementation delays, they may also bring forth better staff and more cooperative leadership and lead to a higher probability of sustainability—especially so if a project demonstrates positive results. The overall level of sustainability increases as national staff acquires new skills and knowledge. This is especially true when training responds to priority needs, helps achieve project objectives and selects the most appropriate, highly motivated trainees. Therefore, projects accessed by this evaluation as effective will be more sustainable than others.

## CONCLUSIONS

1. On-the-ground review of projects and the comparison between these and the planned strategic outcomes in each area illuminates a sometimes significant gap between the two. The CPDs kept close to UNDP strategic areas, but they also had to respond to the needs and priorities of Libyan national authorities. Since that is the nature of work in an NCC environment, it implies the diversification of intervention areas and a demand-driven mode of operations.
2. The nature of the partnership with national authorities has not been appropriate, negatively affecting the UNDP contribution to Libya's development results. The 'Evaluation of the role of UNDP in the NCCS of the Arab Region' noted that UNDP should move away from the traditional development agency/client relationship to one of full and equal partnership at both the strategic/policy and programmatic levels. This partnership should be based on the principles of transparency, openness, mutual accountability and respect. This assessment still holds true in the case of Libya in 2010.
3. Although improving, UNDP capacity as an organization to respond to Libya's needs is limited. Basic programming and project management skills need to be strengthened and greater effort devoted to learning from the past. At the same time, it is clear that certain UNDP corporate programming, management and reporting methods do not always work well in an environment where programming responds to *ad hoc* government requests.

## RECOMMENDATIONS

1. Prepare the CPD in close alignment with the national development plan.
2. Focus development work (as opposed to facilitation) on a small number of areas where UNDP can make a difference and add value for human development.
3. Establish a more effective reporting system that meets the needs of national counterparts and undertake annual programme reviews with national stakeholders.
4. Following the approval of the new CPD by the UNDP Executive Board, prepare a Country Programme Action Plan involving national counterparts and develop a mechanism for holding annual reviews.
5. Develop a strategy for resource mobilization.
6. Prioritize further capacity development both at the UNDP country office and its counterpart national agencies, and intensify ongoing efforts in this respect.
7. Close projects that have been open for a long time with little or no activity.
8. Ensure, to the extent possible, the recruitment of Arabic speakers as experts for local projects to facilitate communication and reach the desired level of agreements.
9. Clearly define and reach mutual acceptance of UNDP management fees.

## Chapter 1

# INTRODUCTION

The United Nations Development Programme (UNDP) Evaluation Office conducted this Assessment of Development Results (ADR) in order to assess and demonstrate evaluative evidence of UNDP contributions to development results in Libya from 2003 to 2009. The ADR was carried out within the overall provisions contained in UNDP Evaluation Policy<sup>1</sup> in accordance with the following goals:

- Provide substantive support to the UNDP Administrator's accountability functions in reporting to the Executive Board;
- Support greater UNDP accountability to national stakeholders and partners;
- Serve as a means of quality assurance for UNDP interventions at the country level; and
- Contribute to learning at the corporate, regional and country levels.

### 1.1 SCOPE AND OBJECTIVES

The Evaluation Office conducted this ADR in Libya in 2009; the ADR covers the ongoing and previous country programmes (2003–2005 and 2006–2010).<sup>2</sup> The focus is on the ongoing programme, but for pragmatic reasons (e.g., the lack of institutional memory at UNDP and its national counterparts), it also includes interventions that began in the previous programme and continued into the present one. The evaluation covers activities funded by all financial resources (e.g., national institutions, UNDP core resources,

foundations, donors) and all execution and implementation modalities. The evaluation process included non-project activities in order to assess the extent of collaboration between the country office and the counterpart authorities.

Within this scope, the overall objectives of the ADR in Libya are to:

- Provide an independent assessment of the progress, or lack thereof, towards achieving the expected outcomes envisaged in UNDP programming documents as well as the expected results of UNDP response to national development needs;
- Provide an analysis of how UNDP has positioned itself to add value to national development efforts and how it responded to changes in the national development context; and
- Present key findings, draw conclusions and provide a set of clear and forward-looking recommendations for making adjustments for the remaining period in the current country programme and for developing the next Country Programme.<sup>3</sup>

### 1.2 EVALUATION METHODOLOGY

The evaluation used a number of criteria to define areas for the evaluation team to make judgements about the programme. For each criterion, questions were designed to elicit information that would increase evaluation

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1. See [www.undp.org/eo/documents/Evaluation-Policy.pdf](http://www.undp.org/eo/documents/Evaluation-Policy.pdf).

2. The original country programme, planned for 2006–2009, was extended by one year to 2010.

3. The Libya UN Country Team is also preparing a Common Country Assessment and a United Nations Development Assistance Framework. See section 3.1.

## Box 1. Evaluation criteria and questions

- **Relevance:** How relevant have UNDP activities been to national priority development needs and to UNDP corporate goals?
- **Responsiveness:** How has UNDP responded to the changing context in which it works?
- **Strategic partnerships:** How has UNDP increased its development contributions by developing and benefiting from partnerships?
- **Effectiveness:** How effective have UNDP activities been in fulfilling programme objectives?
- **Efficiency:** How efficiently has UNDP used its financial and human resources in its work?
- **Sustainability:** How sustainable are the results to which UNDP activities contributed?
- **Promotion of UN values:** How did UNDP promote UN values in its work, specifically in terms of supporting agreements made in the Millennium Declaration?
- **Contributing to better UN cooperation:** Given the limited UN resident agency presence in Libya, how did UNDP act as a window to UN development expertise and how did it support and contribute to processes of coordinated UN cooperation?

process credibility and make the results and recommendations both relevant and practicable. Using the evaluation team's interpretation of the findings, assessments based on these criteria were made and lead to the key conclusions and recommendations for future action. (See Box 1.)

Two main data collection methods were used by the evaluation team. Each method presented limitations to the evaluation team:

- **Desk review:** Data was collected from reports and relevant documents concerning past and ongoing projects. Most administrative data was only available from 2004, and the use of the Results Based Management system has been weak. Moreover, there was no evaluation plan, nor had any evaluations been conducted during the period being examined. Although apparently improving in some areas, national statistical systems are also weak;<sup>4</sup> and

- **Semi-structured interviews:** These included key individuals from the Libyan national authorities as well as from international development organizations and from the emerging civil society. The frequent staff turnover in both UNDP and in national counterpart agencies limited institutional memory.

The poor institutional memory shifted the evaluation team's focus to projects that were implemented during the second of the two programmes being examined. The evaluation team examined all ongoing projects, which represent the majority of the projects being implemented in the current programme. Of the 30 projects examined, ten were initiated during the previous programme. Information on projects examined can be found in a series of tables in Chapter 4.

The evaluation team ensured the veracity of the data collected by checking with multiple sources, including the senior officials that supported the evaluation process.

4. A 2006 World Bank Country Economic Memorandum reports special problems in public finance at central and local levels, including employment, and in the poverty, health, education, national accounts (page 12).

5. The scoping mission took place between 18 July and 25 July, 2009.

### **1.3 PROCESS AND ORGANIZATION**

The Evaluation Team reviewed documents during the preparatory stage of the ADR process and examined project briefs prepared by UNDP Libya during the scoping mission.<sup>5</sup> An Arabic presentation in Tripoli contributed to key counterpart agencies' understanding of the ADR process, and increased their welcome for and appreciation of the UNDP policy of examining its operations and assessing its value to the host country. An English presentation of the ADR process furthered country office staff understanding of all ADR elements.

During the main mission, undertaken during October 2009, the team translated evaluation criteria into Arabic and adapted evaluation criteria to local contexts in order to facilitate and increase trust during interviews. At the Embassy of Italy in Tripoli, team members interviewed national stakeholders and representatives from the National Association for De-mining and Land Development and the Office of International Technical Cooperation. The team examined additional documents provided by the counterpart authorities and other relevant entities. It also interviewed country office staff and examined project documents and relevant reports, including project closing reports. This increased counterpart institutions' appreciation of relations with UNDP and of project cycle elements.

A draft of the ADR was subject to a review process that included: a technical review by the Evaluation Office; a review by external experts; and factual corrections and identification of errors of omission and interpretation by key entities, including UNDP Libya, the UNDP Regional Bureau for Arab States, and national counterparts.

At a meeting with key national stakeholders in December 2009, the Evaluation Team presented the findings and recommendations of the evaluation. The main purposes of the meeting were to increase national stakeholders' ownership of the ADR lessons and recommendations, to strengthen their cooperation with UNDP and thereby increase the effectiveness of development processes, and to enhance the accountability of country-level UNDP interventions.

### **1.4 STRUCTURE OF THE REPORT**

Chapter 2 sets out the national context in which UNDP worked during the period being examined. In particular, it examines development challenges and national responses to these challenges. In addition, the chapter examines the state of international technical cooperation with Libya. Chapter 3 describes UN and UNDP responses to development challenges. The chapter also provides some analysis of the financing and management of the two programmes being examined. Chapter 4 examines UNDP contributions according to the outcomes identified in the most recent country programme. It examines the effectiveness of UNDP interventions in terms of contributions, the sustainability of results and the contributions' efficiency. This chapter includes assessments based on the evaluation criteria. Chapter 5 presents a number of conclusions based on the findings and assessments made in the previous two chapters. From these conclusions, the report sets out key recommendations for addressing priority issues and for putting UNDP on a new path towards a greater contributions to Libya's national development.



## Chapter 2

# NATIONAL CONTEXT AND DEVELOPMENT STRATEGIES

### 2.1 HUMAN DEVELOPMENT AND PROGRESS TOWARDS THE MILLENNIUM DEVELOPMENT GOALS

Libya is a high human development country,<sup>6</sup> and the national Millennium Development Goal (MDG) report prepared in 2009 concluded that Libya is well-placed to attain the MDGs by 2015. While extreme poverty is not found in Libya, there are significant economic disparities among geographic regions. There is also a need to safeguard the living standards of the vulnerable by balancing ongoing national economic restructuring with social policies.

Libya achieved significant progress in the education sector, particularly in relation to literacy rates and women's education. However, there remains a need to ensure educational quality, particularly in remote regions. Although economic transition has changed the structure and nature of the labour market, the education sector has been slow to respond to new labour market requirements.

Ensuring quality health care services is one of the predominant challenges facing the health sector. Though Libya's health care infrastructure improved considerably, it continues to depend on expatriates and offshore health centres for the provision of specialized care. Reforming primary health care and the referral system are other challenges that require attention.

Recognizing the multidimensional nature of HIV/AIDS issues facing Libya, and taking cultural factors into consideration, Libyan authorities are

streamlining activities and developing a comprehensive HIV/AIDS national policy. There is a significant need for institutional capacity-building to combat HIV/AIDS and to ensure the availability of data on vulnerable groups.

Gender equality remains a national priority. Libya has made significant progress towards gender equality, particularly in terms of education. The Libyan legal system grants equal legal rights to men and women. Libyan women's participation in the labour market has also increased. However, despite these encouraging indicators, social and traditional preconceptions limit women's participation in Libya's political and economic processes.

### 2.2 ECONOMIC DEVELOPMENT

The economy of the Arab Libyan Jamahiriya is undergoing a major transition, moving from almost total dependence on energy resources to a relatively liberal economy, sustaining development and growth with diversified revenue sources. Nonetheless, the crude oil and gas sectors fuelled the economy, providing 70 percent of Libya's gross domestic product, but employing only 3 percent of the workforce. Since UN sanctions were lifted in 1999, Libyan authorities have been implementing a series of measures to reform and open the economy; progress towards a free-market economy has been slow but steady. Though real gross domestic product (GDP) growth is expected to be about 5 percent in 2009 due to OPEC output cuts and the effects of the global economic downturn, it is expected

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6. UNDP Human Development Report 2009.

to recover in 2010 and is forecast to have a record surplus.<sup>7</sup>

Among measures taken to launch the economy into the free market and to increase the private sector's role as an engine of growth, the Jamahiriya allowed market factors to regulate pricing by removing monopolies and ending compulsory pricing. In addition, national authorities have been gradually reducing subsidies and have begun allowing competition.

To promote economic diversification, laws were promulgated to allow for increased production of goods aimed for export, to encourage transit shipment and free trade, and to establish free trade zones. Consequently, authorities are striving to improve the business climate and to make available the necessities that will ensure industrial products meet international market standards of quality. Authorities are also addressing market distortions in order to remove the causes of negative behaviours and to encourage foreign direct investment. As part of preparations for joining the World Trade Organization, legislation was passed to guarantee the rights of investors.<sup>8</sup>

The lack of standardized and validated development data continues to pose a significant challenge to development decision-makers and planners. Recognizing this, the government is keen to work with international agencies in order to strengthen ongoing initiatives that address this challenge. A challenge facing the government in service delivery is the need to develop institutional and human resource capacities. Of particular importance is the challenge of addressing the civil service infrastructure, characterized by high numbers and low salaries. There is a recognized need to move from *ad hoc*, responsive training to a planned, forward-looking capacity development approach that is combined with performance-linked incentive systems.

In addition, environment protection and sustainability pose other challenges: agriculture is limited by climatic conditions, arid land, dry climate and a dearth of water resources. Available arable land is limited because over 10 million mines, planted at different periods, are dispersed in coastal and eastern regions of the country. These and related environmental issues are integrally related to economic development and influence its progress.

## 2.3 STRATEGIES TO ADDRESS KEY CHALLENGES

The 2008–2012 national development plan addresses many of these challenges. The programmes and activities intended for the plan period aim at achieving four strategic national objectives:

- Maximizing the efficiency of existing physical and human assets;
- Supporting economic diversification (mainly activities that draw additional foreign exchange);
- Achieving wider participation of the private sector; and
- Achieving sustainable and balanced regional development.

These objectives indicate some of the strategies the authorities adopted in order to meet the challenges of economic transformation after many years of economic sanction-based alienation. To support and accelerate the transition, there is a need to increase manpower competences in all fields, to equip new industries with modern tools and machinery, to learn and adopt new technologies, to increase banking system efficiencies, to increase educational system efficiencies, to review and accelerate judicial reforms, and to develop and improve public service delivery.

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7. Economist Intelligence Unit, January 2009.

8. Libya continued the normalization of its international relations, which was reflected in a number of events. In 2007, Libya was appointed as Secretary General of OPEC. That same year, a United States Secretary of State visited Libya for the first time since 1953. And in 2009, the Libyan leader, Muammar Gaddafi, was elected as Chairperson of the African Union.

General conferences are being organized at central and provincial (*shaabiyat*) levels in order to adopt policy measures for implementation by peoples' committees. Special attention is being paid to identifying the sources of national and local wealth, and, with the goal of increasing opportunities for job creation and reducing unemployment, efforts are being made to encourage and develop small- and medium-sized enterprises.<sup>9</sup> The themes discussed in these meetings indicate the current focuses of the country and the National Development Council; examples include a focus on the:

- Importance of educational and research institutions' contributions to transition processes;
- Support that these institutions need in order to link their programmes to national productive mechanisms;
- Need to develop expert skills in order to provide advice and guidance to public and private institutions; and
- Development of a national strategy to increase employment opportunities.

In order to assist and guide transition processes and to support the above endeavours, the General People's Committee established the National Economic Development Board (NEDB) in 2007. NEDB is a national think tank that helps formulate responses to challenges posed by Libya's re-emergence in the international economy, and assists in developing relevant policies to address national development issues and to make optimal use of national resources.

NEDB programmes lay the foundation for long-term, sustainable economic growth; coordinate the nation's economic development initiatives; and facilitate the processes of establishing new businesses by improving the business climate and

empowering new Libyan entrepreneurs. NEDB promotes several values, including: integrity, can-do spirit, transparency, partnership and recognition and reward of good performance. NEDB programmes focus on:

- Strategic Management of the Development Programme;
- Human and Institutional Capacity Development;
- Enhancement of the Business Environment;
- Promoting small and Medium Enterprise; and
- International Cooperation.<sup>10</sup>

## 2.4 INTERNATIONAL TECHNICAL COOPERATION

Since the 1960s, UNDP has been the main provider of technical assistance services. It occupies a special place in the Jamahiriya because it remained in the country and provided needed assistance during the period of international sanctions (see Chapter 3). To assist in achieving its development objectives, Libya also established technical cooperation programmes with a number of international institutions, including the World Bank, and signed contractual agreements with international private firms.

Since 2005, there has been an increase in levels of official development assistance (ODA) to Libya. ODA flows to the Jamahiriya between 2005 and 2007 were important, though there is no indication of which fields utilized this assistance. Four bilateral donors provided more than \$10 million each between 2005 and 2008; the contributions of these four countries represent nearly 80 percent of total ODA during this period (see Table 1).

In 2008, national authorities signed an agreement with the Government of Italy for wartime

9. On November 7, 2009, the National Development Council held a meeting to discuss the issues of unemployment and develop policy strategies to resolve these issues. On November 9, 2009, the same Council organized a workshop to discuss the key elements in the strategy for developing economic activities in Libya. On October 19, the *Shaabiya* of Misrana held a meeting on the development of small and medium enterprises in the province.

10. NEDB Information booklet and Web site are available at: [www.nedb.ly](http://www.nedb.ly) (Arabic only).

**Table 1. Official Development Assistance to Libya (2005–2008), US\$ million**

Donor	2005	2006	2007	2008	Total 2005–2008
<b>Total</b>	<b>23.77</b>	<b>37.51</b>	<b>19.41</b>	<b>60.15</b>	<b>140.84</b>
France	2.33	2.42	1.09	29.01	34.85
Germany	3.65	3.86	3.90	3.40	14.81
Italy	9.25	1.38	3.95	2.36	16.94
USA	0.13	25.11	4.03	14.26	43.53

Source: OECD/DAC

reparations: \$5 billion will be paid to Libya over a period of 20 years in annual instalments of \$250 million. These funds will be managed by a Joint Committee representing the two countries, and some funds will be utilized for technical cooperation services to be provided by Italy.

In 2007, the authorities signed a technical cooperation agreement with the World Bank to provide special services in support of economic reform processes. The agreement was preceded by a preparatory visit to the World Bank by the Secretary of the General Peoples Committee for Economy, Trade and Investment.

The first cooperation programme of the World Bank, spanning June 2007 to June 2008, provided

Libya with technical assistance in the economic and social fields. The programme covered sectors that the national project coordinator considered to be high national priorities. Activities included:

- Reviewing public expenditures in the social and infrastructure sectors, with a view towards providing policy advice in order to enhance the expenditures' efficiency and effectiveness;
- Reviewing the investment climate and private sector development; and
- Providing technical assistance services in formulating sectoral strategies and reform design in areas as defined or requested by the National Planning Council.<sup>12</sup>

### Box 2. The World Bank engages with Libya on private sector policy

Within the context of the technical cooperation agreement, Libya and the World Bank collaborated to organize a high-level workshop in Tripoli (29–30 April, 2007), entitled *The New Roles of the State and the Private Sector: an opportunity to create jobs and increase the welfare of Libyans*. The main topics of the workshop included: public-private partnerships in infrastructure and public services (in Arabic); economic future, privatization, social protection and corporate governance; and increasing investment and competitiveness through a business climate development strategy. Comparative analyses of Egyptian, Jordanian and Tunisian experiences were given in country case studies.<sup>11</sup>

11. See: [worldbank.org/ly](http://worldbank.org/ly)

12. The first Technical Cooperation agreement was signed by the Secretary of the National Planning Council and the World Bank in June 2007 and covers a period of one year, costing \$1 million—of which the Jamahiriya paid 75 percent. This agreement was renewed in 2009 for the same amount and method of cost sharing, but funding was made flexible to accommodate possible increases. The agreement established a Joint Economic Advisory Programme for designing, conducting and prioritizing studies and related activities. The Programme is becoming an annual feature of the World Bank's cooperation with the Jamahiriya through the national project coordinator.

The second cooperative programme with the World Bank (2008–2009), focuses on four strategic areas: economic diversification; modernization of public sector institutions; modernization of the private sector; and combating rent seeking.

In 2008, the United Nations in Libya formed the Donor Coordination Group as a means of promoting improved coordination of development activities. Three meetings have been held under the leadership of the UNDP, most recently in early 2010.

## Chapter 3

# UNDP IN LIBYA

### 3.1 LIBYA AND THE UNITED NATIONS

Libya became a member of the United Nations in 1955, four years after achieving independence. Although now strong, Libya's relationship with the UN at the political level was initially strained due to UN sanctions imposed in 1992 and the related impact on Libya's economy and society. At the technical level, however, UNDP provided the major—and often only—source of technical knowledge. Since sanctions were lifted in 2003–2004, Libyan authorities have had a greater range of options for partnerships with multilateral agencies such as the World Bank and private consulting firms.

Building on the draft common country assessment prepared in 2004, the UN Resident Coordinator's office in Libya is working with the UN Country Team on the preparation of a common country assessment/United Nations Development Assistance Framework with four thematic areas: governance and institutional development; environment; economic growth and diversification; and human development and social well-being. Preparation processes are expected to be completed in early 2011. However, the UN agency representative presence in the Libyan Jamahiriya is limited, and many agencies' points of contact are the regional offices or Headquarters.

**Table 2. The UN Country Team in Libya 2008**

<b>Resident<sup>13</sup></b>	<b>Non-resident, but with a project office in the country<sup>14</sup></b>	<b>Non-resident</b>
Food and Agriculture Organization of the United Nations	United Nations Human Settlements Programme	United Nations Department of Economic and Social Affairs
United Nations Children's Fund	United Nations Information Centre	United Nations Development Fund for Women
United Nations Development Programme	United Nations Office on Drugs and Crime	United Nations Educational, Scientific and Cultural Organization
United Nations High Commissioner for Refugees		United Nations Environment Programme
World Food Programme		United Nations Industrial Development Organization
World Health Organization		World Meteorological Organization

Source: Resident Coordinator Annual Report. 2008.

13. In addition, the International Organization for Migration has a representation in Libya and is involved in UN activities.

14. I.e., no representative status.

It should also be noted that, as an indication of Libya's renewed engagement with the UN, Libya has signed an agreement with United Nations Office on Drugs and Crime to host a subregional office serving Algeria, Libya, Morocco, and Tunisia.

### 3.2 THE UNDP PROGRAMME IN LIBYA

UNDP enjoys a privileged position in Libya as the international organization that maintained its presence in the country and provided needed assistance to the government during international sanctions and related difficult times. Though Libyan authorities sought the technical cooperation of both UNDP and of specialized UN agencies, attention was largely focused on UNDP as the trusted partner in national development processes.

Libyan authorities perceive UNDP as a gateway to the technical expertise of UN specialized agencies and its network of international experts. UNDP provides assistance for securing institutional resources for training public officials, and also manages funds that public agencies obtain from the national budget in order to finance development projects with UNDP. Some projects may carry over after their main activities have stopped or have been completed so that the national agency can still use unspent funds as needed.

During the periods covered by this evaluation, 2003–2005 and 2006–2009 (extended to 2010), two country programmes were prepared. During the programmes' preparatory stages, there was no national development plan to serve as a national reference or guidance to UNDP. The recent and ongoing national development plan covers the period 2008–2012 and is outside the two cycles covered in this evaluation.

Despite the absence of a national development plan during the two programming cycles, UNDP responded to the needs and priorities as identi-

fied and expressed by national sector institutions. In the two country programmes, the country office concentrated on the areas of cooperation identified in the UN System Common Country Assessment, taking into account continuity with the previous programmes and consistency with the analyses and recommendations of the UNDP Arab Human Development Reports.<sup>15</sup> The country office prepared the two draft country programmes and submitted them to concerned national agencies for confirmation or modification of needs and priorities. The following highlights of the two programmes identify the priorities that UNDP work focused on in furthering Libya's economic and social development.

The country programme document for 2003–2005 was planned to be consistent with the UNDP mandate for sustainable human development and its orientation towards upstream activities. It focused on three strategically interlinked thematic areas:

1. Capacity building for sustainable human development and public sector reform;
2. Economic diversification; and
3. Decentralization and local governance.

Strategic areas of support were indicated together with the intended outcomes in the results framework (see Table 3).

The country programme document for 2006–2009 stated in its Lessons Learned section that several projects of the previous programming cycle did not reach the "stage of implementation due to lack of funding." In response, the country office planned "to explore ways to mobilize independent resources." The country programme document also stated that in the light of recurring delays in project execution, efforts should be made to create the conditions for greater synergy in UNDP activities, particularly through:

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15. The Country Programme Outline 2003–2005 was approved by the UNDP Executive Board during its regular session (23–27 September, 2002), and the Country Programme Document 2006–2009 was approved by the Board during its regular session (6–9 September, 2005).

**Table 3. Strategic areas of support and intended outcomes for the Country Programme Outline 2003–2005**

Strategic areas of support	Intended outcomes
<b>Objective 1. Capacity-building for sustainable human development and public sector reform</b>	
Policy dialogue	Increased awareness and debate of sustainable human development and incorporation of sustainable human development approaches into national planning processes
Resident Coordinator leadership on the global agenda	Increased awareness and support at the county level for a global agenda for sustainable human development
Global conventions and funding	Increased national capacity for sustainable environment management development
Civil service accountability	Improved standards and efficiency in the delivery of public services
<b>Objective 2. Economic diversification</b>	
Productive resources and assets	Improved work skills and new economic opportunities specially for the workforce and for women
	Improved information about and management of natural resources
<b>Objective 3. Decentralization and local governance</b>	
Decentralization policies	Increased financial and human resources mobilized and allocated in support of decentralization
	Enhancement of mechanisms supporting decentralization and local governance

Source: UNDP Country Programme Outline for Libya 2003–2005.

- Avoiding dispersion of projects;
- Progressively introducing national execution;
- Minimizing the impact of frequent changes in Libyan structures through upfront funding; and
- Developing new capacities among the UNDP country office staff.

The country programme document indicated that it was formulated on the basis of a broad consultative process involving public, private and civil society partners. The process incorporated analyses made in the first MDG Report, the second National Human Development Report

and the Arab Human Development Report series. Accordingly, the country programme document was designed to focus on the following three strategic areas:

1. Economic reform and diversification;
2. Development of education and a knowledge society; and
3. Improved governance at the local and central levels.

National priorities were indicated together with the intended outcomes in the results framework. See Table 4.



**Table 4. Programme components and intended outcomes for Country Programme Document 2006–2009**

<b>Programme Component</b>	<b>Intended Outcomes</b>
<b>National Priority Area 1: Economic reform and diversification</b>	
<b>Intended UN System outcome: Mainstreaming of MDGs to help meet socio-economic challenges in Libya</b>	
Achieving the MDGs and reducing human poverty	Progress towards economic diversification, with an emphasis on benefiting women and disadvantaged groups and on contributing to reducing unemployment
Energy and environment for sustainable development	National efforts to protect the environment and improve living conditions supported through a variety of instruments and capacity-building activities
<b>National Priority Area 2: Education sector reform and creating a knowledge society</b>	
<b>Intended UN System outcome: Contribute to the development of human resources that fosters sustainable development and progress towards a knowledge society</b>	
Achieving the MDGs and reducing human poverty	Improved educational standards
	Greater use of information and communications technologies for education and creating a knowledge society
<b>National Priority Area 3: Improved governance at the central and local levels</b>	
<b>Intended UN System outcome: Reform for good governance at the central and local levels</b>	
Fostering democratic governance	Country efforts for good governance enhanced
	Improved effectiveness of decentralization

Source: UNDP Libya Country Programme Document 2006–2009.

### 3.3 FINANCING THE PROGRAMME

Libya is a net contributor country (NCC), a UNDP classification for countries with GDP per capita above a certain threshold.<sup>16</sup> NCCs do not receive the same regular programming resources from UNDP as non-NCC countries, and rely largely on programme country governments for funding. As Table 5 indicates, between 2004 and 2008 only a small percentage of programme expenditures came from regular resources.

An analysis of allocations by UNDP focus area is not useful, as many projects do not fit into corporate UNDP categories. For example, a

calculation of expenditures by project reveals that those associated with meteorology represented one third of total delivery between 2004 and 2008; these projects do not fit easily into the corporate focus area format.

The mechanism for national approval of projects has changed over time. Until mid-2006, most UNDP projects were initiated by beneficiaries requesting UNDP assistance. The beneficiaries signed project documents with UNDP and provided financing from their own budgets. This mechanism affected all projects in the 2003–2005 country programme cycle and the

16. The threshold is \$5,500 for the 2008–2011 programming cycle.

**Table 5. Programme expenditure by source of finance (US\$ thousands)**

	2004	2005	2006	2007	2008
Total programme expenditure	2,942	1,456	3,362	4,777	3,333
Regular resources	87	123	80	53	89
Other resources	2,855	1,333	3,282	4,724	3,243
Other resources as a percent of the total	97%	92%	98%	99%	97%

Source: UNDP ATLAS

majority of projects in the 2006–2009 country programme cycle. In mid-2006, a decision in principle was made to have the General People’s Committee for Planning<sup>17</sup> play a central role in planning, programming and monitoring UNDP projects.<sup>18</sup> The Committee would approve all UNDP projects and would make funds (out of the \$16 million allocation for UNDP projects) available to beneficiaries.

Government financing of projects either comes from the Technical Cooperation Fund managed by the General People’s Committee for Planning and Finance or directly from the agencies concerned. All projects, however, now need the approval of the Committee for Planning and Finance. This Committee serves as the main coordination mechanism and facilitates integrating projects into national programmes, strategies and priorities.

UNDP Libya leveraged funds from the UNDP Gender Thematic Trust Fund, which contributed \$70,000 in 2005 for gender mainstreaming and continued through 2006; this contribution was welcomed by the national authorities. The Gender Thematic Trust Fund also allocated \$150,000 for the Promotion of Opportunities

for Women’s Economic Empowerment project (see section 4.2.1). The UNDP Democratic Governance Thematic Trust Fund contributed \$100,000 for building capacities in the National Judicial Institute, \$50,000 for the preparation of local MDG Reports in pilot governorates, and contributed resources for strengthening the capacity of provincial planning officials to integrate the MDGs into local development plans (see sections 4.5 and 4.6 for additional details on these interventions).

Corporate leverage was also demonstrated in attracting funds (\$200,000) from the Global Environment Facility to assist the Environment General Authority conduct a capacity self-assessment exercise. The initiative aimed at identifying options for environment-related capacity-building strategies and action plans in order to enable Libya to meet the requirements of UN treaties and conventions it had signed. The Environment General Authority pledged to mobilize \$50,000 in addition to in-kind contribution to finance the capacity self-assessment process.

Additional resource mobilization has proved difficult for UNDP.<sup>19</sup> As noted, the small presence of bilateral donors in the country

17. In 2009, General People’s Committee Planning became General People’s Committee Planning and Finance.

18. This decision was announced to the UNDP country office in 2008 (although it appears in the 2008 ‘Evaluation of the Role of UNDP in the Net Contributor Countries of the Arab Region’) and it was only in preparatory meetings for the new country programme document (2011–2014) that it was formally announced to the counterparts.

19. It should be noted, however, that in 2009 the country office successfully mobilized \$2 million in funds from non-government donors in Libya for the UNDP Programme of Assistance to the Palestinian People.

limited the mobilization of resources from this traditional source. At present, the Government of Italy finances technical cooperation services through management services agreements with UNDP. This arrangement is due to end in the summer of 2010. Projects are implemented by the United Nations Office for Project Services and monitored jointly by UNDP Libya and the Italian Embassy, Office of International Technical Cooperation in Tripoli.<sup>20</sup> UNDP also successfully mobilized resources from the Government of Austria for HIV/AIDS. As noted in Chapter 1, technical cooperation resources have grown considerably since 2005, particularly in 2008.

UNDP has had limited success mobilizing resources from the private sector. No funds were obtained from the private sector for the 2003–2005 country programme, and very limited funds were raised for the 2006–2009 country programme. The 2006–2009 country programme document stated that in learning from experiences in which additional resources were needed to implement planned activities, there was a need to “explore ways to mobilize independent resources, such as from the private sector.”<sup>21</sup>

In the areas of poverty reduction and corporate social responsibility, UNDP enlisted the partnership of UNDP Art-Gold (Arab Region) in 2007 and mobilized resources from Statoil (a Norwegian Oil Company). Though the activities and modest funds were limited to a household survey assessing the development needs and potential in the 2,480-person town of Al-Jahboub in the *Shaabiya* of Butnan, the project had significant symbolic value.

### 3.4 PROGRAMME MANAGEMENT

#### 3.4.1 PROGRAMME REVIEW AND REPORTING

Standard UNDP programming practice calls for the development of a country programme action plan (CPAP) in addition to the country programme document. According to UNDP Programme and Operations Policies and Procedures,<sup>22</sup> the CPAP “constitutes the legal agreement between UNDP and the government to execute the Country Programme.” However, NCCs are not required to produce a CPAP and most, including Libya, do not. There are, however, countries in the region (e.g., Kuwait) that have done so successfully and use the document for programming and reporting to government.

Moreover, UNDP corporate requirements include an annual CPAP review that involves national stakeholders. “Based on annual project reviews, CPAP reviews should be conducted during the fourth quarter of the year as a basis for assessing the performance of ongoing and recently completed projects and aligned initiatives, and a basis for the preparation of the [Results Oriented Annual Report].”<sup>23</sup> In the absence of a CPAP and annual review, programme reporting to the main coordinating body is done using standard UNDP corporate products in English (e.g., Combined Delivery Reports). The compendium of Annual Project Progress Reports submitted by the country office to the Technical Coordination Division of the General People’s Committee Planning and Finance focuses mainly on activities and outputs rather than results. Some of the corporate reporting tools are incomplete. For example, there

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20. These memoranda finance three projects: Upgrading the Benghazi Rehabilitation Centre for the Disabled (\$7,140,807); The Centre for Research and Applied Experimentation: Zootechnics and Fodder Culture in the Sirt Region; and the Butnan Research and Experimentation Center (\$1,208,288).

21. 2006–2009 country programme document, p. 3.

22. Available at: <http://content.undp.org/go/userguide/>.

23. Programme and Operations Policies and Procedures, available at: <http://content.undp.org/go/userguide/>

are no outcome indicators in the 2008 results-oriented annual report. Earlier Results Oriented Annual Reports tended to report on project activities rather than on progress towards results.

Even though evaluation plans are mandatory for all UNDP Programme countries—including net contributor countries—Libya does not have one (see Section 1.2, Evaluation Methodology). Moreover, there are no evaluations, even though UNDP evaluation policy states that outcome evaluations are mandatory. The Programme and Operations Policies and Procedures states that at least one outcome evaluation should be conducted in each programme area of the country programme document during the programming cycle. There is little evidence of learning from the past, a factor exacerbated by high staff turnover.

Many of these issues are being addressed though increased emphasis on country office staff capacity development and improved oversight from the Regional Bureau for Arab States.

### 3.4.2 IMPLEMENTATION

The lack of UN agency presence noted in Section 3.1 has implications for UNDP programming: Libya can access UN agency services through UNDP projects using an agency execution modality. Projects in both programmatic cycles have required UNDP to seek UN specialized agency cooperation more for implementing projects in their fields of operations rather than for “strategic partnership” as the term is generally understood.<sup>24</sup> As indicated, national authorities use the UNDP as a window for collaborating with other UN agencies; collaborating UN agencies charge a fee for their services as executing agency.

There have been recent efforts to increase the use of national execution modalities. None of the projects in the previous programme (2003–2005) were nationally executed, and only in 2006 was there a move towards this modality. In order to fully benefit from this modality, it will be necessary to familiarize national staff and country office staff with UNDP requirements.

It should also be noted that many projects lasted longer than their planned duration. 21 of 44 projects had no delivery during 2006; the country office made efforts to close dormant projects, particularly in 2007. Nonetheless, of the 33 ongoing projects at the end of 2009, nine had no expenditures during the year and five had expenditures of \$5,000 or less.

### 3.4.3 HUMAN RESOURCES

The country office has 24 staff members (six are internationals).<sup>25</sup> UNDP Libya has increased its efforts to develop the capacities of its staff and of national counterparts in UNDP programming and project management, policies and procedures. A workshop for Regional Bureau for Arab States country offices aimed at enhancing UNDP staff capacities for results-based management was held in January 2009, and a national workshop on project and programme management was held in October of the same year (see Box 3). An international consultant has been mobilized to support strengthening country office capacities in results-based management and to support the development of a more results-oriented culture in the office. Country office management is also making efforts to encourage and closely monitor country office staff progress in individual learning through the UNDP learning management system.

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24. Project executing agencies include; the Department of Economic and Social Affairs, the Food and Agriculture Organization, the Information Technology Unit, the International Civil Aviation Organization, the International Labour Organization, the United Nations Educational, Scientific and Cultural Organization, the United Nations Industrial Development Organization, the United Nations Office for Project Services, the United Nations Office on Drugs and Crime, the World Meteorological Organization and the World Trade Organization.

25. There are three in the Resident Coordinator office, eight in Programming, nine in Operations, and four drivers. International Staff includes the Resident Representative, the Deputy resident Representative, three in the Resident Coordinator Office and one Communications Assistant.

### Box 3. Project and programme management workshop

In October 2009, UNDP organized a four-day national capacity development workshop. A national first in providing specialized training sessions in UNDP project and programme management, the workshop was presented to key national stakeholders and over 40 national project coordinators who manage projects carried out by UNDP and the Libyan government. The attendees were offered training in internationally acclaimed project management techniques and were introduced to development tools, such as gender mainstreaming and project advocacy. The event was fully managed by UNDP programme staff in Arabic, with the Centre for Arab Women Training and Research facilitating sessions on gender mainstreaming and the United Nations Office on Drugs and Crime facilitating sessions on UN orientation. The workshop was not an isolated event; rather, UNDP Libya is committed to providing future training sessions subject to the demands and requests of its national project coordinators.

#### 3.4.4 OTHER PROGRAMME

The country office also faces implementation issues that are beyond its control. For example, in 2009 the country office transferred excess funds it had received from national counterparts to the UNDP Headquarters account in a Swiss Bank—as per UNDP corporate requirements.<sup>26</sup> However, this transfer was frozen by the national authorities and it took the country office over eight months to recover the funds,<sup>27</sup> seriously impacting the country office's financial operations. Other factors have been cited with regards to ensuring efficient project implementation. For example, difficulties in obtaining

Libyan visas for consultants and Headquarters staff caused delays in project implementation. In addition, funds have not always been available when needed, and UNDP has had difficulty pre-financing interventions.

The country office also responded to national institutional changes and adapted to new leaderships and priorities. For example, in 2009 the General People's Committee for Planning, the principal programme counterpart of UNDP, was merged with the General People's Committee for Finance to become one General People's Committee for Planning and Finance.

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26. The country office is required to transfer to HQs accounts funds that exceed the limit it is allowed to keep in local bank accounts.

27. The freeze was caused by diplomatic issues between the Jamahiriya and Switzerland.

## Chapter 4

# UNDP CONTRIBUTIONS TO NATIONAL DEVELOPMENT RESULTS

### 4.1 INTRODUCTION

Though the ADR examines the ongoing and the previous country programmes, it focuses on the ongoing programme and accounts for those projects that began during the previous programme and continued into the present one. This chapter is divided according to the six outcomes defined in the ongoing (2006–2010) UNDP country programme (see Table 4).

- Progress towards economic diversification, with an emphasis on benefiting women and n disadvantaged groups and on contributing to reducing unemployment
- Improved educational standards
- Greater use of information and communications technologies for education and creating a knowledge society
- Country efforts for good governance enhanced
- Improved effectiveness of decentralization
- National efforts to protect the environment and improve living conditions supported through a variety of instruments and capacity-building activities

There were some difficulties in assigning some projects to different outcomes or clusters where it was unclear how an output would contribute to a specific outcome. As a result, projects have been clustered according to country office allocation in the 2008 results-oriented annual report. There was also some difficulty in preparing the tables of

projects due to changes in planned durations and budgets. Moreover, long delays in project start-up led to varying reported start dates.

The chapter concludes with an assessment of overall contribution issues that cut across all outcome areas (e.g., efficiency and partnership) and criteria related to the strategic positioning of UNDP (e.g., relevance, responsiveness, promotion of UN values and contributing to better UN cooperation).

### 4.2 ECONOMIC DIVERSIFICATION AND REDUCTION IN UNEMPLOYMENT

The outcome to which UNDP planned to contribute to in this component is **progress towards economic diversification, with an emphasis on benefiting women and disadvantaged groups and on contributing to reducing unemployment** (see Table 6 for projects with outputs that would contribute towards this outcome). To achieve this outcome, UNDP undertook a two-pronged approach. First, UNDP undertook direct interventions aimed at promoting opportunities for income generation and socio-economic development, particularly for women and in the town of Ghadames. Direct interventions aimed at HIV/AIDS can also be included here. Second, UNDP provided support through upstream efforts in the area of policy-making and planning.

The Reconstruction of the City of Ghadames project, begun in 2000 and continued through 2007, was implemented with United Nations Office for Project Services as executing agency.<sup>28</sup>

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28. In 1986, the old city of Ghadames was declared by the United Nations Educational, Scientific and Cultural Organization as a World Heritage Site. It is interesting to know that the name “Ghadames” is derived from two Arabic words: *Ghad* meaning ‘tomorrow’ and *ames*, meaning ‘yesterday’, the combination, therefore, means that it is a city of the past coming to life for the future.

**Table 6. Projects contributing to economic diversification and reduction in unemployment**

Project	Execution	Planned duration	Status	Budget (revised)	Expenditure
Rehabilitation of the old City of Ghadames	United Nations Office for Project Services	2000–2009	Closed end-2009	\$5,494,038 (\$3,554,452)	\$3,554,452
Promotion of Opportunities for Women’s Economic Empowerment	National	2007–2009	Ongoing	\$150,000	\$140,703
HIV/AIDS Strategic Capacity Development	National	2008–2010	Ongoing	\$275,000	\$260,300
Development Plan Formulation	UN Department of Economic and Social Affairs	1997–2008	Closed	\$902,200	\$1,074,632
Strengthening Economic and Social Development Policy	UN Department of Economic and Social Affairs	2008–2010	Ongoing	\$2,438,855	\$592,114
Advisory Services to the National Economic Development Board	UN Department of Economic and Social Affairs	2008–2010	Ongoing	\$1,860,000	\$765,930

Led by a Libyan national as Chief Technical Adviser, the enthusiasm for the reconstruction of a historical city that had fallen into neglect and deterioration enhanced the cohesiveness of the project team and workers. The workers benefited from training and directly applied newly developed market-relevant skills. The number of persons trained was significant: 375 persons became skilled in areas such as building and renovation techniques, road construction, and the rehabilitation of old canals. The new optimism of the inhabitants, many of whom were returnees from areas to which they had migrated, gave hope for a bright future. Many small enterprises (approximately 70) were created and old trades were recreated.

Among other factors of effectiveness were the existence of clearly understood development goals and articulated work plans. The close monitoring and follow-up by project leaders and senior administrators of local authorities assured all personnel that they were participating in a worthy national endeavour. There was close

communication and understanding among all parties: UNDP, the United Nations Office for Project Services and national authorities. The availability of funding resources throughout the seven years of project implementation was an important factor in the project’s success. Regular quality checks were an important factor in ensuring that provided services and their outputs conformed to the required standards.

Though there were senior-level personnel changes, mechanisms were in place to ensure that these would not affect the project’s progress. Regular stakeholder meetings were held to discuss the results of monitoring and follow-up activities. As the rehabilitation work progressed and the results became more visible, the resolve to find proper solutions to problems increased. The project leadership and national authorities regularly consulted the community in Ghadames; both males and females participated in community discussions, increasing community ownership and support.

The experience of rehabilitating the City of Ghadames was shared at international conferences on related themes in Greece, Malta, Morocco, Tunisia and the United Arab Emirates. It was also discussed in five national events in Libya between 2001 and 2005.<sup>29</sup> This project represents a good example of learning and dissemination of good practices.

The City of Ghadames is now twinned with the City of Timbuktu. The reports of CNN, French TV5 and Al-Jazeera TV about the rehabilitation of Ghadames were welcome publicity motors. The annual festival of Ghadames in October, 2009, was a major tourist and artistic event that brought thousands of national and international visitors to Ghadames and boosted the local economy. Though this project did not begin in one of the programmatic cycles being evaluated, its implementation continued in the second cycle until its closure in 2007.

The Promotion of Opportunities for Women's Economic Empowerment project was designed to contribute to the capacities of the General People's Committee Social Affairs staff through the development and pilot testing of an innovative technical training programme for gender economic empowerment. However, the project was ineffective despite the training workshops organized in collaboration with the International Labour Organization for the staff of the General People's Committee for Social Development. The participants in the training were not those targeted for the "promotion of women's economic opportunities," since no poor or entrepreneurial woman attended or received the help expected from the project. The claim that changes in

institutional setups disturbed the process of project implementation does not explain the choice of "officials" to receive the training. In addition, that claim cannot stand the test of reality since the institutional leadership and the project coordinator have not changed since 2006. Poor design and wrong targeting of trainees caused the lack of effectiveness.

UNDP support to addressing HIV/AIDS issues covers both upstream activities and downstream interventions. UNDP supported the Government of Austria-financed Strategic National Response to HIV/AIDS project. The project aims to support the capacity of National Center for Infectious Diseases Prevention and Control and to strengthen the multisectoral response to HIV/AIDS. Using the national execution modality, the Austrian International Cooperation provided \$275,000 to extend the training of male and female religious leaders and to involve media leaders in the campaign. A partnership between UNDP Libya, the NGO Watassemo,<sup>30</sup> the National Centre, and later the Regional Bureau for Arab States Programme for Combating HIV/AIDS,<sup>31</sup> jointly organized a mobile caravan that raised awareness of activists and the public about the scourge of HIV/AIDS.

The caravan included people living with HIV/AIDS, and had access to prisons as it travelled to different areas of the country. The organizers enlisted the cooperation of the Religious Affairs Authority to encourage male and female religious leaders to participate in the training workshops and to support the efforts of the caravan. The project also trained potential youth leaders, including boy scouts, on methods

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29. Conference on Conservation of Historic Cities, Benghazi, 2004; Repairs and Maintenance of Heritage Architecture VIII, Greece, 2003; United Nations Educational, Scientific and Cultural Organization International Expert Meeting and Workshop on Heritage and Sustainable Development in Historic Centres, Fez, Morocco, 2003; First International conference on Architectural Conservation, Dubai, 2004; Structural Studies, Repairs and Maintenance of Heritage Architecture, Malta, 2005. Roundtable on Aspects of Rehabilitation of the Old City of Ghadames, Tripoli, 2001; First and Second National Conference on Building Materials and Structural Engineering, Brak, Jamahiriya, 2002 and Khums, 2004; Symposium on Urbanization: Embodiment of Culture, Misurata, Libyan Jamahiriya, 2005.

30. A Memorandum of Understanding was signed by UNDP country office and Watassemo in March 2006. This NGO is dedicated to social development. It is chaired by Aisha Alqaddafi, daughter of the Jamahiriya Leader.

31. Cooperation with the Regional Bureau for Arab States Programme for Combating HIV/AIDS ended after it made efforts that deviated from agreed terms of that partnership.



of HIV prevention. In 2008, UNDP responded to the request of the National Centre for Infectious Diseases for capacity development in the same field of combating HIV/AIDS.

In addition to projects that addressed specific issues related to the vulnerable and marginalized, UNDP undertook projects aimed at supporting national development planning. The Development Plan Formulation project with the General People’s Committee for Planning and Finance was undertaken with the UN Department of Economic and Social Affairs as executing agency. The Department’s slow action and lack of responsiveness is the chief reason for the project’s neglect, which was compounded by the lack of UNDP efforts to rectify this situation. The National Plan (2008–2012) was completed and published without the technical assistance envisaged in the project.

The project for providing Advisory Services to the National Economic Development Board became effective in 2008. Although UNDP took the initiative in identifying consultants before funds became available, this project suffers from delays and the ineffective provision of expected technical services. During the evaluation process, national counterparts used descriptors such as “sluggish” and “ineffective” due to delays in funds transfer to start the project. This perception threatens the continuation of depending on the UNDP as a partner in development.

In 2007, the General People’s Committee for Planning and Finance, the chief partner of UNDP, initiated a project for the Strengthening Economic and Social Development Policy; the United Nations Department of Economic and Social Affairs was the execution agency. However, delays by the Department of Economic and Social Affairs in implementing this project produced negative effects and UNDP has not used its leverage to accelerate implementation, nor did UNDP address the causes of the delays—despite repeated appeals from the General People’s Committee for Planning and Finance.

### 4.3 IMPROVED EDUCATION STANDARDS

Both the first and second programmes being examined sought to contribute to the outcome of **improved educational standards** (see Table 7).

Curriculum development projects began in 1999 with the United Nations Educational, Scientific and Cultural Organization (UNESCO) as executing agency. Although intended to run until 2009, the project was paused between 2002 and 2004 at the request of the Department of Curriculum Development and Educational Research, the national stakeholder, in order to adapt to institutional changes and changes in the national system and structure of education. However, during the stoppage period UNESCO

**Table 7. Projects contributing to improved education standards**

Project	Execution	Planned duration	Status	Budget (revised)	Expenditure
Support and Development of Specialized Schools and Technical Education	United Nations Educational, Scientific and Cultural Organization	1999–2002 (2004–2007)	Ongoing	\$10,000,000 (\$2,889,199)	\$1,844,165
Support for the Development of Curricula in Higher Vocational Institutes	United Nations Educational, Scientific and Cultural Organization	2006–2008 (2006–2010)	Ongoing (under closure process)	\$360,000 (\$43,435)	\$560,881

experts continued to provide needed technical services. When the project restarted in 2004, it focused on developing curricula of technical secondary education and undertaking the first phase of curriculum review and development for the Higher Technical Institutes—the General People’s Committee for education had realized that the curricula in these institutes were old and non-responsive to market needs.

The programme began with training teachers, who in turn performed the curriculum review and shared the results with UNESCO experts for development and curriculum finalization tasks. This increased the level of national ownership of the project. Despite delays, there were 32 specializations reviewed, developed and applied in the Higher Technical Institutes. The project was effective in training 120 teachers in curriculum development and in enabling national experts to write 105 new textbooks. Though national stakeholders expressed appreciation for the monitoring exercises conducted by UNDP Libya during the project’s first three years, it did not maintain the same level of monitoring during later project stages.

At the end of the first phase, the new curricula and methods of teaching were evaluated through the responses to a questionnaire designed by UNESCO experts.<sup>32</sup> The evaluation revealed that: students had weaknesses in basic applied sciences that hindered their absorption of different specializations; some training staff had insufficient mastery of the required technical skills; and that there were still gaps to be filled and certain curricula still needed modification. This increased the effectiveness of the planning and implementation of the second phase: reviewing and developing the curricula of 26 technical specializations in six technical education groups. As of October 2009, the project was at a standstill pending the establishment of the National Committee for Technical Education.

#### 4.4 INFORMATION AND COMMUNICATIONS TECHNOLOGY

UNDP projects in information and communications technology have not been coherent or strategic. The overall outcome to which UNDP is contributing is **greater use of information and communications technology for education and creating a knowledge society** (see Table 8).

The project for modernizing the Libyan meteorological services, with the World Meteorological Organization as executing agency, began in 2000 and continues to the present.<sup>33</sup> This project seeks to upgrade and modernize the Libyan National Meteorological Centre’s technical facilities and enhance its staff’s capacities.

Effectiveness factors include developing human capacity in the National Meteorological Centre through a twinning arrangement with Meteo-France International (facilitated by the World Meteorological Organization). Meteorological Centre management appreciated the quality of training in Tripoli and in France. Trained staff members were introduced to and familiarized with new technologies and technical instruments, and were able to use the knowledge to increase job performance. Training of operating staff preceded the procurement and installation of instruments. Establishing a direct telephone line to Meteo-France facilitated interactive communications and accelerated problem solving. Telephone guidance and technical prompting helped solve equipment operations issues.

National officers conducted regular monitoring exercises and sent reports to Meteo-France, who provided timely comments and proposed actions to be taken. Meteo-France experts visited Tripoli to evaluate progress and jointly plan later project phases with national staff. This model of cooperation facilitated the transfer of technology and developed needed skills. The dedication of

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32. Of 2,974 responses, 698 respondents were teachers and 2,276 were students.

33. The initial total budget of over \$6.3 million increased to over \$10.3 million to fund three phases of the project.

**Table 8. Projects contributing to information and communications technology**

Project	Execution	Planned duration	Status	Budget (revised)	Expenditure
Modernizing the Libyan Metrological Services	World Meteorological Organization	2000–2009	Ongoing	\$7,000,000	\$5,693,911
Industrial Research Centre Laboratory Accreditation	United Nations Industrial Development Organization	2005–2008	Ongoing	\$359,000 (\$1,400,000)	*
Sirte Research and Experimentation Centre	United Nations Office for Project Services	2005–2009	Closed	\$1,208,288	\$1,141,361
Butnan Research and Experimentation Centre	United Nations Office for Project Services	2005–2009	Ongoing	\$1,188,695	\$1,120,506
Upgrading Benghazi Handicapped Centre and Workshop	United Nations Office for Project Services	2005–2009	Ongoing	\$6,825,197 (\$7,113,949)	\$6,826,197
Automation of General Peoples' Committee for Foreign Affairs (PA)	National	2006–2008	Ongoing	\$30,000 (\$10,000)	\$17,079

\*Note: Gaps in this and other tables indicate that data could not be provided by the country office.

the national staff enabled the National Meteorological Centre to successfully become a trusted source of meteorological information and a partner in the global communication network for providing and exchanging prompt global data. The staff became self-confident and expect to adopt the national execution modality for forthcoming project phases.

At present, Meteo-France continues to provide technical backup and staff training. However, for the procurement of automatic stations, the company selected by the World Meteorological Organization in an international bid is causing delays due to technical issues; their performance leaves much to be desired despite the good cooperation with National Meteorological Centre.

The project for the Accreditation of the Industrial Research Centre Laboratories started in 2005 with the United Nations Industrial Development Organization (UNIDO) as executing

agency. The objective was to assist Industrial Research Centre laboratories meet the criteria for accreditation and obtain the relevant certificates and international recognition. With technical assistance provided by the German Standardization Centre, the project effectively received the target certification for the following laboratories: Building Material Testing Laboratory; Metallurgy and Surface Protection Laboratory; Food Testing Laboratory; Chemical Testing Laboratory and Textile Testing Laboratory. Effective staff training and efficient operational planning and implementation by the experts of UNIDO and the German Standardization Centre, followed by intensive staff efforts in introducing the changes recommended by the experts, led to successful completion of project tasks. Factors of project effectiveness included the quality of experts provided and the national staff's efforts.

However, Industrial Research Centre staff enthusiasm was often damped by delays due to

procedural difficulties that were outside the Centre's control. Some required equipment remained in boxes for long periods of time. Monitoring activities by UNIDO were insufficient, and meetings with UNIDO experts sometimes lacked a concrete agenda. A linguistic barrier in highly technical subjects occasionally marred an otherwise productive collaboration.

The three projects (financed by the Italian Technical Cooperation Programme under a Management Service Agreement with UNDP and executed by the United Nations Office for Project Services), were effective in achieving their objectives and reaching the target beneficiaries. The Agricultural Research Centre in Butnan is fully operational despite delays in delivery. The same applies to the Centre for Research and Experimentation Applied to Zootechnics and Fodder Culture in the Sirte Region. The project for Upgrading the Benghazi Rehabilitation Centre and the Prosthesis Production Workshop is now complete; the Centre is fully occupied at present by veterans of wars or mine explosions and can no longer receive new patients. The Workshop for prosthetics is able to produce the needed supplies. However, there are no plans to mobilize financing from other sources in order to sustainably meet the demand for services after the Italian counterpart departs; negotiations with national authorities are under way.

#### 4.5 GOOD GOVERNANCE

The outcome, **country efforts for good governance enhanced**, is very broad and the UNDP contribution has been focused in only one area of governance; justice. Three projects have been implemented in support of this outcome (see Table 9).

The Modernization of the Justice Sector project aimed to improve citizens' access to justice by improving procedures within the court system and by improving the fair and efficient administration of justice. The project established two pilot courts to serve as a model for other parts of the country to replicate. The Support to Capacity Building of the High Judicial Institute project aimed to contribute to ongoing efforts to modernize the judicial system by building the High Judicial Institute's institutional capacity to more effectively deliver its judicial training programmes. Both projects started in 2007 and both followed the national execution modality.

Unfortunately, despite the ambitious objectives and several outputs expected, the first project faltered and the second followed suit. The projects were unable to recruit a Chief Technical Adviser with credentials acceptable to the General People's Committee for Justice. Furthermore, national counterparts were not satisfied with the recourse to short term missions from the Subregional Resource Facility in

**Table 9. Projects contributing towards good governance**

Project	Execution	Planned duration	Status	Budget	Expenditure
Capacity Building for Judiciary and Criminal Justice Reform	National Execution Modality	2006–2007	Closed	\$61,000	\$25,308
Modernization of the Justice Sector in Libya	National Execution Modality	2006–2009	Ongoing	\$3,000,000	\$347,354
Capacity Building of High Judicial Institute (Democratic Governance Thematic Trust Fund)	National Execution Modality	2007–2008	Closed	\$100,000	\$64,396

Beirut—despite the missions’ productivity. In late 2009, however, a national expert was recruited for the information technology introduction and operation in two pilot courts.

The General People’s Committee for Justice did not pay the full amount of project budgets. In 2007, only \$900,000 had been received by the country office; by the end of 2008 total project expenditures were \$3,505.

Slow response by UNDP and lengthy procedures rendered the projects ineffective. Activities in information technology recently started with short-term consultancies. A workshop was organized in October 2009 for the staff of the two courts designated for automation as pilot courts.

A second project provided support to the High Judicial Institute’s institutional capacities by assessing research capacities and training a set of trainers. It is unclear how the national authorities used the assessment; the Libyan authorities were not happy with the results. No recourse was made to the UNDP Regional Governance Programme for the Arab States to seek advice and assistance for finding a suitable Arabic-speaking candidate for the post of Chief Technical Adviser.

The Director of the Higher Judicial Institute compared delivery under UNDP and what he deemed the “effective” and “efficient” work of United Nations Office on Drugs and Crime.<sup>34</sup> Although there may be reasons for this view beyond the scope of the evaluation, the contrast of the perceptions of national counterparts regarding the contribution of these two organizations is stark.

#### 4.6 DECENTRALIZATION

UNDP contributed to the outcome of **improved effectiveness of decentralization policies and strategies** (see Table 10).

The aim of the MDG Reporting and Introduction in Libyan Monitoring and Planning project is to support the production of the Libyan Millennium Development Goals report as a planning, monitoring and advocacy tool for the government and the UN system in Libya. UNDP cooperated with the National Information and Documentation Authority to assist in drafting the first MDG report covering national efforts to fulfil the set of eight development goals. The main aim was to develop the capacity of National Information and Documentation

**Table 10. Projects contributing towards improved effectiveness of decentralization policies and strategies**

Project	Execution	Planned duration	Status	Budget (revised)	Expenditure
MDG Reporting and Introduction in Libyan Monitoring and Planning	National Execution Modality	2004–2008	Ongoing	\$68,480 (\$60,000)	\$61,332
AGL	Direct Execution Modality	2006	Inactive	\$258,896	
Strengthening Local MDGs	National Execution Modality	2007	Inactive	\$13,000	

34. The United Nations Office on Drugs and Crime works directly with the General People’s Committee for Justice, the Higher Judicial Institute and the National Economic Development Board. The Office on Drugs and Crime located, in the country office building in Tripoli, has only two staff members.

Authority staff to update relevant data to support the preparation of the national MDG Report.

The effort was complemented by MDG advocacy through the launching of the MDG Campaign. To promote the MDGs in Libya, the Campaign began with a high-visibility football match. Organized in July 2005, a UN team made up of 25 ambassadors played against a team of National Olympic Committee members. The Campaign also supported the “Africa 2015” mandate concentrating on the two goals most relevant to the continent: ‘Eradicate Extreme Poverty and Hunger’ and ‘Combat HIV/AIDS’.

In 2006, an additional project was developed for raising staff skills in local administrations in order to localize MDG fulfilment and to harmonize national and local authorities’ efforts. Two local administrations were selected (Tripoli and Al-Wahat) as pilot initiatives for using the MDGs as targets and tools for monitoring development activities.

#### **4.7 ENVIRONMENT PROTECTION/ ENVIRONMENT SUSTAINABILITY AND DEVELOPMENT**

The outcome for this component is **national efforts to protect the environment and improve living conditions supported through a variety of instruments and capacity-building activities** (see Table 11).

In the area of Environment Sustainability and Development, where the bulk of funds and projects are (10 projects), the value of depending on the collaboration of UNDP as perceived by the national stakeholders is substantially compromised. The Environment General Authority (EGA) reported that UNDP advisory services were almost non-existent, and working mechanisms were unclear and cumbersome. The Environment General Authority does not consider UNDP a true and dependable partner in development. Rather, it perceives UNDP as an agency seeking funds: fees for their administrative services and fees for UN agencies that help in project implementation.

The EGA considers that cooperation with UNDP is not effective. The quality of UNDP experts is seen as below standard, as their performance and progress is significantly slow. Experts fielded to Libya are perceived as lacking knowledge about national legislations relevant to environment sustainability and protection. The EGA considered the seminars and workshops organized by international experts to have lacked quality and vigour. In the area of Solid Waste Management, UNDP was unable to recruit qualified experts, and the experts fielded by UN Volunteers left much to be desired; the team could not design the scope of work before gaining experience on the ground.

The delays in service provision led the EGA to go directly to an international firm with offices in Cairo to install equipment and train staff for the operation of the geographic information system. The Promotion of Environmental Education in Schools project was cancelled; EGA staff and national consultants eventually produced the needed educational booklets for children and the public themselves. In the Capacity Development project, the UNDP regional service centre in Cairo, undertook a comprehensive assessment. However, the EGA stopped the training activities and, with UNDP support in the identification process, entered directly into contract with Queensland University in Australia.

These projects’ total budget is over \$6 million, or about half the average annual programme delivery of UNDP Libya. The question is: what caused the problems that motivated EGA top management to threaten the closure of all these projects? It is evident that there was some confusion about the nature of cooperating partners’ responsibilities under each modality. Moreover, though UNDP was effective in procuring transport vehicles and some equipment for EGA, UNDP procedures for funds-release were considered slow and complex.

The project for Mapping of Natural Resources for Agriculture and Land Use Planning (over \$2.8 million) began in 2000 with the Food and

**Table 11. Projects contributing to environmental sustainability and protection**

Project	Execution	Planned duration	Status	Budget (revised)	Expenditure
Mapping of Natural Resources for Agriculture	Food and Agriculture Organization	2000–2008	Ongoing	\$2,885,300	
National Capacity Self-Assessment	National Execution Modality	2006–2008	Ongoing	\$200,000 (\$155,000)	
Establishing Environmental Geographic Information Systems	National Execution Modality	2007–2008	Ongoing	\$1,303,000 (\$1,703,000)	
Strengthening Environment General Authority Capacity	National Execution Modality	2006–2008	Ongoing	\$1,000,000	
Equipping Environment General Authority's Laboratories	National Execution Modality	2006–2009	Ongoing	\$1,000,000 (\$5,500,000)	
Support of Protected Areas Management	National Execution Modality	2006–2009	Ongoing	\$850,000 (\$271,000)	
Promotion of Environmental Education in Schools	National Execution Modality	2006–2008	Closed	\$380,000	
Solid Waste Management and Hazardous Waste Disposal	National Execution Modality	2007–2009	Ongoing	\$1,700,000 (\$218,500)	
General Water Authority Strengthening Technical Capacity	National Execution Modality	2009–2010	Ongoing		
Strengthening of Cloud Seeding	National Execution Modality	2006–2007	Ongoing	\$177,252	

Agriculture Organization as executing agency. The project was effective in digitizing land cover and soil classification maps and produced nine computerized land-suitability models. The staff (19, including graduate students) benefited from training in Syria and Morocco and became conversant in remote sensing. However, this project's effectiveness was not without difficulties, particularly due to delays in service delivery and the slow collaboration of national institu-

tions that produce required data for mapping and digitization activities.

The project continued (though with time lapses and frequent extensions), with the Libyan Technical Committee deciding to carry out six regular monthly Tripartite Reviews with the participation of the Food and Agriculture Organization and UNDP. However, due to unchecked cost overruns, all funds were utilized

by December 2008, even though some work remained to be done (e.g., the modernization of the remote sensing centres). Negotiations with the General People's Committee for Agriculture and Marine Resources to finance a new phase concluded in late 2009.

The project for Strengthening National Capacity in Water Resources Monitoring started in 1997 with the UN Department of Economic and Social Affairs as executing agency. It was designed to produce several outputs, including the installation of 163 groundwater observation points and 15 discharge measurement stations, periodic measurement of the water level, and the evaluation of its quality and staff training. But after 9 years of operations, it only fielded several missions and procured four vehicles. In 2006, the Water Authority concluded that there were no benefits from continuing the project and it was operationally closed in 2008. The authority requested that the remaining funds (\$200,000) be transferred to another UNDP project in the field of water use and conservation.

The Project for Establishing a Geographic Information System for the Great Man-Made River Water Utilization Authority, although designed in 2006, was only signed in 2009 with the UNDP country office as executing agency. Some software was provided, and the international expert fielded to Tripoli did not meet the standards expected by the national authority. The expert's report was deemed "superficial." The national authority considers the project highly ineffective.

The project for Strengthening of Cloud Seeding Research also belongs to the National Meteorological Centre, and follows the national execution modality. The project builds on the experience the National Meteorological Centre gained through their twinning with Meteo-France. Starting in 2006, the project's principal objective was to develop the capacity of the Centre staff. Working under contract with a France-based company specializing in cloud

seeding, this project continued the training activities completed in 2003 of the first group from the Rainfall Enhancement Department of the National Meteorological Centre.

The training started in France 2007. Upon completion of training in 2008, the company tested the group,<sup>35</sup> each in its speciality, and all received their respective certificates. Those who had high aptitudes for flying different types of aircraft and were linguistically advanced benefited the most from training. Given the advanced technology in this field, the company recommended that training should be continued and advised significantly increasing trainees' linguistic skills. The National Meteorological Centre considers the training effective and will plan further training for relevant staff.

#### **4.8 OTHER UNDP INTERVENTIONS**

There are several other projects that do not easily fit into the outcome structure used in the previous sections of this chapter. Nonetheless, they provide interesting insights and/or examples of specific issues related to UNDP work.

The Project for Strengthening National Capacity in Veterinary Services began in 2000 with the Food and Agriculture Organization as executing agency. The project was designed for three years. Originally slated to close in 2002, it continued on the books until it closed in 2008. Twenty staff members of the Department of Animal Health received training in relevant technical subjects as indicated in the project document (14 persons in 2003, and 6 in 2005). Since that time, no activities took place as the project remained dormant waiting for additional funds.

The project for providing Assistance to the Secretariat of Agriculture began in 1996 with the Food and Agriculture Organization as executing agency. The project aimed to provide technical assistance to respond swiftly to urgent problems in the agriculture sector and to build staff capaci-

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35. There were five pilots, three radar technicians and seven radar operators.



ties. During 10 years of implementation, the project fielded several missions, organized study tours and procured one piece of equipment for monitoring the use of pesticides. The project's ineffectiveness is explained by institutional instability in the agriculture sector and the resulting periods of stagnation. However, institutional changes are national authorities' prerogatives: early in the project's life, the UNDP country office, the Food and Agriculture Organization and the national authority should have found solutions. In 2007, the General People's Committee for Agriculture instructed UNDP to close the project and to transfer the remaining balance to the International Centre for Agricultural Research in Dry Areas.

The project for Tourism Development and Institutional Strengthening began in 2000 with the World Trade Organization as executing agency. Despite having relevant objectives, little was done. Most funds remain unspent. The situation was explained by the change in the structure of the tourism sector. After six years of remaining on the books, the project was classified as un-operational; no further reasons were given. In such cases, the three cooperating partners should have collaborated to develop early solutions.

## **4.9 AN ASSESSMENT OF UNDP CONTRIBUTION**

### **4.9.1 RELEVANCE AND RESPONSIVENESS**

All projects' objectives and content reviewed were relevant to the needs and priorities of the national institutions requesting the projects. This is a demand-driven environment. UNDP worked directly with partner institutions, or when context required, invited relevant UN specialized institutions to assist in project implementation while UNDP remained responsible for implementation, monitoring and follow-up. It is that level of relevance that motivated the authorities to provide the necessary funding for project implementation. The UNDP corporate strength of providing upstream policy advice was not visible and therefore cannot be assessed. However, during project design and implementation country office management and staff gave

advice related to specific projects situations. It should also be noted that although those interventions financed by a particular agency are clearly relevant to that agency's needs, relevance to broader national strategic priorities is less clear.

UNDP has not been able to respond to changes in nation priorities, even when national authorities made the priorities quite explicit through policy statements or actions. For example, when Libya decided to develop strategies and mechanisms to accelerate the diversification of its economy and to widen the private sector's role, UNDP did not use its corporate and comparative advantages to actively support or develop needed strategies. This may be because as a net contributor country, national institutions provide all project implementation funds; the country office is therefore positioned as a demand-driven, reactive agency responding to national institutions. This posture has prevented UNDP from assuming an upstream policy advisory role, despite highlighting the importance of playing that role in the 2006–2009 country programme document. This absence of an advisory resource may have led the national authorities to use other international organizations (e.g., the World Bank) to meet the growing demand for such services.

In a broad sense, most of the projects in the two programme cycles being evaluated contributed to promoting UN values. They contribute to the fulfilment of the MDGs, and there were also some efforts to promote South-South cooperation. Due to its past role as a facilitator of UN agency executed projects, a large part of the programme has been devoted to projects that may not directly have an impact on human development in terms of increasing the Libyan peoples' choices and opportunities. As UNDP has moved away from agency executed projects towards nationally executed projects within its mandate, there has been a greater focus on human development.

### **4.9.2 PARTNERSHIPS AND UN COOPERATION**

While primarily a partner of the national authorities, UNDP developed key partnerships with Libya's emerging NGO sector. There are also

cases where twinning arrangements and cooperation with specific entities produced positive results. The success of the project to support the National Meteorological Centre was a result of twinning with Meteo-France through the assistance of the World Meteorological Centre. For unidentified reasons, the successful twinning with Meteo-France was replaced by a contract with Green Horizon. Several administrative problems and technical difficulties were encountered with this firm during the implementation of various initiatives. There are ongoing efforts to resolve current issues.

Although UNDP Libya has utilized the advisory services of the UNDP Regional Bureau for Arab States regional programme and other elements of the UNDP global network, the country office missed a number of partnership opportunities. Examples include ensuring partnerships with other parts of the regional programme, particularly the *Programme on Governance in the Arab Region*. Moreover, it was not until 2009 that the country office sought the help of *Centre for Arab Women Training and Research*.

As noted, UNDP played an important role in acting as a window to UN expertise though its use of agency execution modality. Now that it is moving to the national execution modality, its role is changing and it is too early to assess whether it will be able to facilitate Libya's access to the broad UN system.

#### 4.9.3 EFFECTIVENESS

With reference to 2003–2005 programming cycle, examining strategic areas of support reveals interesting findings. For example, policy dialogue, as it is generally understood, did not materialize. The same is true for Resident Coordinator leadership on the global agenda. Increases in country-level support for sustainable human development were not concrete. For global conventions and funding, the intended outcome of increasing the national capacity for sustainable environment management was not evident, despite the existence of six environment projects. Under the objective of *decentralizing*

*local governance*, little took place that was directly related (save other than projects requested by the national authorities).

Observations are the same for the 2006–2009 programming cycle. Little occurred under the first UNDP priority area, economic diversification. Nonetheless, there are opportunities for multilateral development organizations to engage with the Libyan authorities on this issue, as evidenced by recent agreements with the World Bank. Regarding the objective of mainstreaming the MDGs, only initial steps have been made, though there are funds available from the UNDP Democratic Governance Thematic Trust Fund and national authorities. Little work was done in the area of reducing poverty, though this is not a significant issue in Libya. Under the area of education sector reform and creating a knowledge society, the projects for curriculum review and development contributed to the development of human resources, as did the training activities conducted within the framework of different projects. In the priority area of improved governance at central and local levels, there is little work that reflects contribution, with the exception of the projects with the General People's Committee for Justice—where UNDP intervention was limited to introducing e-government to only two pilot courts.

Part of the problem is the poor design of the results framework: outcomes are set very in very broad terms so that UNDP contributions are difficult to identify. This may be in response to the *ad hoc* (rather than strategic) approach to programming. This has often led to an incoherent set of activities aimed at contributing to the outcomes. This is particularly true in the area of information and communications technology development.

The quality of experts provided varied, though the experts retained for training, knowledge transfer and skills development have generally left valuable assets that contribute to sustainability. However, there is no evidence of UNDP using its leverage to ensure that cooperating UN agencies send highly qualified experts to the

field. UN agencies sent ostensibly professionally qualified experts, but in some cases the candidates were not vetted by the country office. The candidates were accepted by national authorities because of the trust placed in the UNDP, but were later found to be unfit for the job and had to be removed.

It is also difficult to achieve project objectives without mobilizing adequate resources. For example, in relation to the issue of de-mining, the country office and the National Association for De-mining and Land Redevelopment attracted financial resources from the International Gaddafi Foundation for Associations of Social Welfare and Development.<sup>36</sup> This partnership led to the organization of a 2008 international conference to discuss existing mines' impact on development and efforts needed to resolve the problems of mines and contaminated lands. Though this activity was part of a project signed in February 2009 for a total budget of \$731,000, only \$279,000 has been mobilized.

#### 4.9.4 EFFICIENCY

Particularly in projects that remained on the books for many years, the national authorities question what happened to the funds provided. Implementation delays are costly, leading to questions about cost effectiveness. Some national authorities know of balances remaining in their projects, but no action was taken by the country office to implement activities to take advantage of the balances or to return the balances to the national authorities.<sup>37</sup>

The question of efficiency also relates to implementation modality. Whether the execution modality is national, direct or agency, each party's responsibilities seem to have been blurred. The Italian Technical Cooperation also reported that there were balances remaining, and they don't know whether these balances are with the executing agency or with UNDP. They have

sent requests to the country office, but no response was provided.

When the country office prepared monitoring reports, the question of cost and expenditures were not always included, although there is evidence that this has been rectified. Nonetheless, although the country office shares information with national counterparts (in the form of Combined Delivery Reports and other corporate reports), the counterparts' frustration is evidence that country office reporting is inadequate, inappropriate or poorly targeted. It should be noted, however, that staff turnover at national counterparts complicated reporting and communication efforts.

The question of double charging also raised issues. Double charging can occur when UNDP retains 3 percent of project budgets and also charges projects for the cost of the country office employee responsible coordinating the project. This is a sensitive issue, as it affects efficiency and deserves to be critiqued—particularly because government contributions towards local office costs includes staff costs.

#### 4.9.5 SUSTAINABILITY

Projects that have had positive results create their own momentum and have a greater chance of achieving sustainability. The opposite is true when projects drag on for long periods: staff changes, enthusiasm levels wane and the likelihood of sustainability becomes doubtful. Though institutional changes may cause implementation delays, changes may also bring better staff and more cooperative leadership, leading to a higher probability of sustainability—especially if the project demonstrates positive results. New skills and knowledge acquired by national staff increases sustainability. This especially so when training responds to priority needs, helps achieve project objectives and the trainees have been well selected and are highly motivated.

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36. The Foundation is chaired by Dr. Seifulislam Moamar Al-Gaddafi.

37. Examples include the Promotion of Opportunities for Women's Economic Empowerment project and the project at the Centre for Animal Health.

Though UNDP has been invited to facilitate discussion on key issues, follow-up to important initiatives has often been lacking. An example can be found in the area of gender equality, where the country office cooperated with the NGO Watasemo in organizing an international forum on gender advocacy and capacity building for women's empowerment. The project also sought to build strategic partnerships with national, local and civil society partners in order to operationalize the findings of the Arab Human Development Report on gender for promoting women's participation in political activities. However, there were no strategic follow-up joint activities beyond the forum.

The trades and skills acquired by workers involved in the Ghadames project will remain with them as a means of gainful employment. The knowledge gained by students at different levels in the technical secondary education and the Higher Vocational Institutes will increase their opportunities for sustainable employment in the labour market. The new skills of pilots, radar technicians and radar operators in the cloud seeding project are valuable assets to the participants and to the country. Similarly, the skills of operating and maintaining the technologically advanced instruments and equipment at the National Meteorological Centre and others benefits both participants and Libya.

# CONCLUSIONS AND RECOMMENDATIONS

## 5.1 CONCLUSIONS

Three sets of conclusion can be identified related to 1) overall UNDP contributions; 2) relationships with national authorities; and 3) UNDP capacity to effectively contribute to national development results.

- 1. It is evident from comparing implemented projects to their planned strategic areas/outcomes that there are some significant gaps between the two. The country programme documents kept close to UNDP strategic areas, but they also had to respond to the needs and priorities of the national authorities. This is the nature of work in a net contributor country environment; hence the diversity of areas of interventions and the demand-driven mode of operations.**

In a country where UN agency presence is small but technical cooperation needs are broad, UNDP has a role in facilitating cooperation between national authorities and non-resident UN agencies. But where UNDP acts purely as a facilitator offering implementation support, then such activities should not form part of the organization's results framework. The World Meteorological Organization-executed project is an example of a successful project; it was operationally facilitated by UNDP but did not directly contribute to UNDP outcomes. UNDP should continue to play and enhance this role as requested to by national authorities, but it also needs to clearly distinguish between its facilitation and development roles.

At present, the set of projects does not represent a strategic approach, and the programme is characterized by a large number of small, unrelated

and *ad hoc* interventions. UNDP needs to balance its ability to respond to government requests and its strategic focus. Annual reviews and efforts to adapt the programme to changes in context should maintain a strategic focus.

- 2. The nature of the partnership with national authorities has not been appropriate, and this has negatively affected UNDP contributions to Libya's development results. The 2007 'Evaluation of the role of UNDP in the NCCs of the Arab Region' noted that UNDP should move away from the traditional development agency/client relationship to one of full and equal partnership at the strategic, policy and programmatic levels. This partnership should be based on the principles of transparency, openness, mutual accountability and respect. This message still holds true in the case of Libya.**

Some programming has been based on a continuation of ongoing projects, whether successful or not (e.g., the areas of education and meteorology). However, new programming beginning in the 2006–2009 period represents more than 85 percent of programme delivery. Previous programming arrangements, where projects were identified by different units (e.g., General People's Committees or other authorities), meant that they may not have addressed overall national priorities in a strategic manner. Although efforts are being made to reverse this situation in new programming arrangements coordinated by the General People's Committee Planning and Finance and in preparation of the new country programme, more needs to be done to ensure that the government drives the process and that the

programme will reflect both national strategic priorities and areas where UNDP can play the biggest role. This is necessary for UNDP to stay relevant and to enhance its contributions.

Reporting is focused more on compliance with Headquarters requirements than on establishing better relationships with national counterparts. The principle of mutual accountability needs to be reinforced. The Libyan authorities need to receive expenditure reports in formats that they will find useful. Moreover, Libyan authorities need to receive reports of the results of the efforts they finance; they currently receive reports listing activities and outputs. This may occur at the project level, but not for the overall programme. The lack of a country programme action plan (not a requirement for net contributor countries), means that there is no overall programming document between UNDP and the national authorities. A country programme action plan (or similar) would provide the basis for an annual review of UNDP contributions and overall progress towards results, would improve the transparency of UNDP work, and would promote its accountability to national authorities.

The poor relationship also causes a number of implementation issues. Holding meetings and reporting in Arabic, something still not institutionalized, is a mark of respect and, in the experience of the ADR team, something much appreciated by the national authorities. Yet beyond implementation, it is the UNDP approach that needs to change, for example, through supporting national ownership of the aid coordination process rather than leading the Donor Coordination Group itself.

The relationship with the UN has improved dramatically in recent years, and Libya plays a major role in the organization. National authorities appear to be very willing to engage with UNDP. However, the nature of the engagement needs to be made more appropriate with a focus on results.

**3. The capacity of UNDP to respond to Libya's needs, although improving, is limited. Basic programming and project management skills need to be strengthened and greater effort needs to be made to learning from the past. It is clear that certain UNDP corporate programming, management and reporting methods do not always work well in an environment where programming responds to ad hoc requests from government.**

Country office capacity is limited. This is not a criticism of staff members' talents and skills, but rather an assessment of the overall country office. Key staff members have left, and the country office has been without a Resident Representative for some time. While Chapter 3 described some of the efforts to address the capacity issue through training, more needs to be done and efforts need to be intensified.

A critical issue is that programme and project design is weak. In the preparation of projects requested by national authorities, there seems to be no feasibility studies or consultations with other national entities that have programmes that could be interlinked with the proposed project. Learning from these consultations would have helped improve project design and would have facilitated project implementation. In addition, thorough preparation on the basis of project evaluation findings could have facilitated the resolution of issues that arose during implementation.

There are issues with project documents' description of objectives and intended outcomes: though they span numerous pages, their relation to United Nations Development Assistance Framework and strategic UNDP plans are cited without much meaning to the national stakeholders. Project documents seem to speak to UNDP Headquarters staff and not to the national authorities. Objectives and outcomes are described in significantly ambitious terms with major reforms to be achieved, though the project's budget allocation may be far from sufficient to achieve those objectives or realize the outcomes.

Related to poor design, there were limited opportunities and a lack of culture for learning from the past. Long-lasting projects have weak institutional memories, partly due to longevity and partly due to staff changes inherent to any institution. This weak memory is particularly acute in a country office where documents seem to quickly pass to the archives and locating them becomes difficult. As noted, the lack of evaluations or even of an evaluation plan is indicative of this issue. The lack of a mechanism for the annual review of the programme also contributes to poor learning. Lessons from the previous cycle (i.e., contained in the 2003–2005 country programme document) are not addressed sufficiently and lessons from other relevant evaluations (e.g., in the ‘2007 Evaluation of the Role of UNDP in the Net Contributor Countries of the Arab States’) are not adhered to. At the same time, UNDP is in a very good position to share Libya’s experience with the outside world—as has been done in the case of Ghadames. UNDP is well placed to ensure that Libya’s successes can be utilized elsewhere.

Moreover, there is a lack of a results culture or orientation in the country office, partly as a result of the failure of the corporate results frameworks to adapt to *ad hoc* programming. While the country office is making good efforts to address capacity constraints, it is equally important for senior management to lead the change to a culture of using results.

Some projects have worked very well and the key common factor is identifying and using appropriate people. Selecting an appropriately qualified and dynamic Libyan national to act as Chief Technical Adviser in the Ghadames project was a key factor in its success. The inability to find suitable international experts in a timely manner has been a key factor in many projects’ lack of success.

While the country office succeeded in increasing the application of the national execution modality, the problems arising from that are manifested in the less than optimal impact on

development. A national execution modality requires that the country office and national counterparts have significant project management skills. Where national skills do not yet exist, country office staff often perform the same level of activities for national execution projects as for those using direct or agency execution modalities.

As a result of lessons learned, the 2003–2005 programme planned for country office staff training. However, it only recently materialized. There was little understanding and a lack of training for either country office project management staff or staff of national institutions.

Furthermore, UNDP corporate programming methods do not work well in an environment where programming responds to *ad hoc* government requests. The two country programme documents under evaluation were prepared according to UNDP corporate requirements, but this does not easily fit the net contributor country context. Because UNDP cooperation in Libya is demand driven, UNDP does not have the leverage to impose its will for deciding objectives and specific outcomes; the projects do. Libyan authorities expressed the same thought in 2007 during the evaluation of UNDP programmes in Arab net contributor countries. In addition, there are other actors available who are ready to respond to national priorities and needs. The United Nations Office on Drugs and Crime does not have a programmatic agenda to which activities should conform; as long as the national authorities’ request fits its general mandate, the project is designed and implemented. The same applies to cooperation with the World Bank. Either UNDP adapts its corporate programming approach to an *ad hoc* environment or UNDP agrees with the authorities to undertake a more strategic approach to programming.

Mobilizing resources beyond those provided by the Libyan authorities is a considerable challenge, but this only means that extra efforts need to be made in this area. There are cases where space has been made to engage in policy areas. However, a lack of resources has led to missed opportunities.

Resource mobilization opportunities from both bilateral donors and the private sector have increased, and UNDP should be in a position to take advantage in this context. At the same time, efforts need to be made to build on existing successes in obtaining corporate resources, such as thematic trust funds. Moreover, the country office needs to further leverage the regional programme and the expertise of the Regional Service Centre in Cairo. The Regional Bureau for Arab States should ensure that Libya, as a net contributor country, is not penalized in terms of access to resources and services.

## 5.2 RECOMMENDATIONS

The national authorities have confirmed their need for continuing their cooperation with UNDP, and recognize the value of this cooperation. UNDP provides a privileged window for access to UN agencies and other sources providing needed services. However, UNDP should be more than a ‘cooperation agency’; it should be a trusted partner in development. The following recommendations are formulated to strengthen and increase the effectiveness of that role.

### 1. **Prepare the country programme document to be in close alignment with the national development plan.**

Preparation activities should include, as a first step, identifying the needs of UNDP technical cooperation services in all sectors that are akin to the UNDP strategic plan. A balance should be maintained between national plan support needs, as expressed in the net contributor country demand-driven mode, and the UNDP strategic plan. UNDP programming is not so rigid as to prevent flexibility and adjustment to changing context.

### 2. **Focus development work on a small number of areas where UNDP can make a difference and add value for human development.**

This entails working with national authorities in order to identify a smaller number of critical long-term strategic partners and narrower, more appropriate outcomes.

### 3. **Establish a more effective reporting system that meets the needs of national counterparts, and undertake annual programme reviews with national stakeholders.**

Reports addressed to UNDP Headquarters regarding project issues should be copied to national stakeholder agencies and to the Technical Cooperation Office at the General People’s Committee for Planning and Finance.

### 4. **Following UNDP Executive Board approval of the new country programme document, prepare a country programme action plan that involves national counterparts, and develop a mechanism for holding annual reviews.**

Annual reviews should facilitate the flexibility of the programme and allow it to adapt to changing contexts.

### 5. **Develop a strategy for resource mobilization.**

Significantly increase efforts to mobilize available and potential resources from the private sector, civil society, and from bilateral donors—particularly with the new Italian annual aid programme. Utilize improvements in international relations between Libya and other countries wherever possible.

### 6. **Prioritize further capacity development both at the country office and at counterpart national agencies, and intensify ongoing efforts in this respect.**

Understanding UNDP procedures and those of the national counterpart will facilitate project implementation, especially at the start of a project, when both implementing and country-office staff need to understand their roles and cement a fruitful collaborative relationship.

### 7. **Close projects that have been open for a long time but with little or no activity.**

Designing projects with phases, each with its own budget, will increase effectiveness. At the end of each phase, an evaluation process would indicate the lessons learned in order to more effectively prepare for subsequent phases.



**8. Ensure, to the extent possible, the recruitment of Arabic speakers as experts for projects in Libya so as to facilitate communication and to reach the desired level of agreements.**

In addition, transfer of knowledge and skills would be more effective if communications were in the Arabic language. This should in no way compromise the expected high level of expertise.

**9. UNDP management fees should be clearly defined and mutually accepted.**

Management fees should be clearly defined and explained. The preparation of the new CPD 2010 offers an appropriate opportunity to discuss and further clarify this issue.

# TERMS OF REFERENCE

## 1. INTRODUCTION

The Evaluation Office (EO) of the United Nations Development Program (UNDP) conducts country evaluations called Assessments of Development Results (ADRs) in order to capture and demonstrate evaluative evidence of UNDP contributions to development results at the country level. ADRs are carried out within the overall provisions contained in UNDP Evaluation Policy. The overall goals of an ADR are to:

- Provide substantive support to the UNDP Administrator's accountability function in reporting to the Executive Board;
- Support greater UNDP accountability to national stakeholders and partners in the programme country;
- Serve as a means of quality assurance for UNDP interventions at the country level; and
- Contribute to learning at corporate, regional and country levels.

In particular, EO plans to conduct an ADR in Libya during 2008. The ADR will contribute to a new country programme, which will be prepared by the concerned country office and national stakeholders.

## 2. BACKGROUND

Libyan human development indicators are among the best in the African continent and above the mean for the Arab world. The country has also begun resuming economic growth and benefiting from a rise in oil prices and foreign investment. Moreover, after decades of poor relations between Libya and the West, Libya has made tremendous efforts to reintegrate itself into

the international community. Nonetheless, important development challenges remain, particularly for the population living outside modern urban areas in poorer parts of the country. Although unemployment is high, the economy continues to significantly depend on foreign labour. It is also highly dependent on oil-related activities, which contribute the vast majority of GDP and government revenues. Diversification away from the petroleum sector and promotion of private sector activities are also challenges. Finally, as the reintegration process continues new capacities are required if existing and emerging development challenges are to be effectively addressed.

Libya became a member of the UN in 1955, four years after achieving independence. Libya's relationship with the UN at the political level was strained as a result of the sanctions imposed in 1992 and the resulting impact on the economy and society. At the technical level, however, UNDP with its capabilities and its access to the UN system provided the major and often only source of technical knowhow. Since the lifting of sanctions in 2003–2004, UNDP is facing a new environment of increased collaboration with the government in a context of greater engagement by other development organizations, including multilateral agencies such as the World Bank and the International Monetary Fund, as well as from private consulting firms.

Economic diversification and decentralization/local governance were the goals of the 2002–2005 country programme, which also introduced education and building a knowledge society as its third goal. The UNDP country programme for 2006–2009 concentrated on the areas of cooperation identified in the UN System common country assessment, taking into account continuity with the previous programme and consistency

with the analyses and recommendations of the UNDP Arab Human Development Reports. Thus, within the overall framework of achieving the MDGs in Libya, UNDP focuses on cooperation in the following three strategic areas: (1) Economic reform and diversification (2) Development of education and the promotion of a knowledge society (3) Improved governance at the local and central levels. These three major areas of cooperation are mutually supportive. Progress with economic reforms and diversification, such as the growth of the private sector, depends upon a suitably educated and motivated labour force on the one hand, and efficient and predictable government services on the other.

### 3. OBJECTIVES, SCOPE AND METHODOLOGY

The objectives of the Libya ADR include:

- To provide an independent assessment of the progress or lack of, towards the expected outcomes envisaged in UNDP programming documents. Where appropriate, the ADR will also highlight unexpected outcomes (positive or negative) and missed opportunities;
- To provide an analysis of how UNDP has positioned itself to add value in response to national needs and changes in the national development context; and
- To present key findings, draw conclusions, and provide a set of clear and forward-looking recommendations for making adjustments in the current strategy and for developing the next country programme.

The ADR will review UNDP experience in Libya and its contribution to the solution of priority development challenges identified by the national government. The evaluation will cover the ongoing and previous country programmes (2003–2005 and 2006–2009). Although it is likely that greater emphasis will be placed on more recent interventions (due to better availability of data, etc.), efforts will be made to examine the development and implementation of UNDP programmes since the start of the period. The identification of existing evaluative evidence

and potential constraints (lack of records, institutional memory, etc.) will occur during the initial Scoping Mission (see Section 4 for more details on the process).

The overall methodology will be consistent with ADR Guidelines (dated January 2009) and ADR Method Manual (draft in preparation). The evaluation will undertake a comprehensive review of the UNDP programme portfolio and activities during the period under review, specifically examining UNDP contributions to national development results across countries. It will assess key results, specifically outcomes—anticipated and unanticipated, positive and negative, intentional and unintentional—and will cover UNDP assistance funded from both core and non-core resources.

The evaluation has two main components, the strategic positioning of UNDP and an analysis of the organization's contribution to national development results.

#### STRATEGIC POSITIONING

The evaluation will assess UNDP strategic positioning, including i) a systematic analysis of the UNDP place and niche within the development and policy space in Libya; ii) the strategies used by UNDP Libya to strengthen the position of UNDP in the development space and to create a position for the organization in the core practice areas; iii) from the perspective of the development results for the country, the ADR will evaluate the policy support and advocacy initiatives of UNDP programme vis-à-vis other stakeholders. As the basis of the overall ADR methodology, the evaluation will base its analysis around a core set of criteria related to the strategic positioning of UNDP. These would include the following, but the questions will be finalized following discussions with national partners on priority issues to examine. Questions include:

- **Relevance of UNDP programmes:** How relevant are UNDP programmes to the priority needs of the country as identified by national counterparts? Did UNDP apply the right strategy within the specific political, economic and social context of the region?

- **Responsiveness:** How did UNDP anticipate and respond to significant changes in the national development context? How did UNDP respond to national long term development needs? What were the missed opportunities in UNDP programming?
- **Contribution to UN Values:** How did UNDP strategic position assist the government towards the attainment of the MDGs, long-term capacity development, gender equality and addressing the needs of the poor and vulnerable?
- **Strategic Partnerships:** How has UNDP leveraged partnerships with international and national partners (including the private sector) to strength its contribution?
- **Contribution to UN Coordination:** How did UNDP support inter-agency collaboration in support of more effective and efficient UN system interventions? How does UNDP act as a window to UN system expertise and assistance?

#### DEVELOPMENT RESULTS

The assessment of the development outcomes will entail a comprehensive review of the UNDP programme portfolio of the previous and ongoing programme cycles. This includes an assessment of UNDP contributions to national development and the factors that influenced this contribution. In addition to using available information, the evaluation will document and analyze achievements against intended outcomes and linkages between activities, outputs and outcomes. A core set of criteria and question related to UNDP contributions include:

- **Effectiveness.** Did the UNDP programme accomplish its intended objectives and planned results? What are the strengths and weaknesses of the programme? What are the unexpected results it yielded? Should it continue in the same direction or should its main tenets be reviewed for the new cycle?
- **Efficiency:** How well did UNDP use its resources (human and financial) in achieving its contribution? What could be done to

ensure a more efficient use of resources in the specific country/sub-regional context?

- **Sustainability:** Are UNDP contributions sustainable? Are the development results achieved through UNDP contribution sustainable? Are the benefits of UNDP interventions sustained and owned by national stakeholders after the intervention is completed?

## 4. EVALUATION METHODS AND APPROACHES

### DATA COLLECTION

In terms of data collection, the evaluation will use a multiple method approach that may include desk reviews, workshops, group and individual interviews (at both Headquarters and the country office), project/field visits and surveys. The appropriate set of methods will vary depending on country context, and the precise nature will be determined during the Scoping Mission and detailed in an Inception Report.

### VALIDATION

The Evaluation Team will use a variety of methods to ensure that the data is valid, including triangulation of sources and methods. Precise methods of validation will be detailed in the Inception Report.

### STAKEHOLDER PARTICIPATION

A strong participatory approach, involving a broad range of stakeholders will be used. Stakeholder identification, including government representatives of ministries/agencies, civil society organizations, private sector representatives, UN Agencies, multilateral organizations, bilateral donors, and beneficiaries will take place. To facilitate this approach, all ADRs include a process of stakeholder mapping that would include both direct UNDP partners as well as stakeholders that do not work directly with UNDP.

## 5. EVALUATION PROCESS

The ADR process will also follow the ADR Guidelines, according to which the process can be divided in three phases, each including several steps.

## PHASE 1: PREPARATION

The Preparation Phase will be undertaken by the UNDP EO in full consultation with, and full participation of the Government of Libya. It will result in the design of the evaluation and the plan for its implementation.

- **Desk review** – Initially carried out by the EO (identification, collection and mapping of relevant documentation and other data) and continued by the evaluation team. This will include general development-related documentation related to the country as well as a comprehensive overview of UNDP programme activities over the period being examined.
- **Stakeholder mapping** – A basic mapping of stakeholders relevant to the evaluation in the country carried out at the country level. These will include state and civil society stakeholders and go beyond UNDP partners. The mapping exercise will also indicate relationships between different sets of stakeholders.
- **Inception meetings** – Interviews and discussions in UNDP Headquarters with the EO (process and methodology), the Regional Bureau for Arab States (context and county programme) as well as with other relevant bureaux and units such as Bureau for Development Policy (including the capacity development group), and the Partnership Bureau (including the private sector division).
- **Scoping mission** – A mission to Libya in order to:
  - 1 Discuss the process and methodology with government counterparts;
  - 1 Obtain national perspective on key issues to examine;
  - 1 Identify and collect further documentation;
  - 1 Validate the mapping of the country programmes;
  - 1 Address logistical issues related to the main mission including timing;

- 1 Identify the appropriate set of data collection and analysis methods;
- 1 Address management issues related to the rest of the evaluation process including division of labour among the team members; and
- 1 Ensure the country office and key stakeholders understand the ADR objectives, methodology and process.

The EO Task Manager will accompany the Team Leader during the scoping mission.

- **Inception report:** Following the scoping mission, a short inception report will be prepared including the final evaluation design and plan, background to the evaluation, key evaluation questions, detailed methodology, information sources and instruments and plan for data collection, design for data analysis, and format for reporting. The Evaluation Team Leader will be responsible for preparing the report based on consultations with UNDP and national counterparts.

## PHASE 2: CONDUCTING ADR AND DRAFTING EVALUATION REPORT

The implementation of the evaluation designed in the preparatory phase will take place in the second phase.

- **Main ADR mission** – the mission of two (possibly three) weeks will be conducted by the independent Evaluation Team and will focus on data collection and validation. An important part of this process will be an entry workshop, where the ADR objectives, methods and process will be explained to stakeholders. The team will visit significant project and field sites as identified in the scoping mission.
- **Analysis and reporting** – the information collected will be analyzed in the draft ADR report by the Evaluation Team within three weeks after the departure of the team from the country.

- **Review:** The draft will be subject to (a) factual corrections and views on interpretation by key clients (including the UNDP country office, the Regional Bureau for Arab States and government) (b) a technical review by the EO and (c) a review by external experts. The EO will prepare an audit trail to show how these comments were taken in to account. The Team Leader, in close cooperation with the EO Task Manager, shall finalize the ADR report based on these final reviews.
- **Stakeholder meeting** – A meeting with the key national stakeholders will be organized to present the results of the evaluation and to examine ways forward in Libya. The main purpose of the meeting is to facilitate greater buy-in by national stakeholders in taking the lessons and recommendations from the report forward and to strengthen the national ownership of development process and the necessary accountability of UNDP interventions at country level. It may be necessary to incorporate significant comments into the final evaluation report.

### PHASE 3: FOLLOW-UP

- **Management response:** The UNDP Associate Administrator will request relevant units (in the case of an ADR, usually the relevant country office and Regional Bureaux) to jointly prepare a management response to the ADR. As a unit exercising oversight, the Regional Bureau will be responsible for monitoring and overseeing the implementation of follow-up actions in the Evaluation Resource Centre.
- **Communication:** the ADR report and brief will be widely distributed in both print and electronic versions. The evaluation report will be made available to UNDP Executive Board at the time of approving a new Country Programme Document (in the case of Libya, expected to be June 2010). Copies will be sent to evaluation units of other international organisations as well as to evaluation societies and research institutions in the region. Furthermore, the evaluation report and the management response will be

Activity	Estimated date
Collection and mapping of documentation by the Research Assistant	February
Desk Review by the Evaluation Team	March
Evaluation Team meeting in UNDP New York	March
Scoping Mission to Libya	April Q4
Inception report and Full ADR ToR	July
The timing of the following stages will be finalized during the scoping mission in consultation with the country office and the government	
Main ADR mission to Libya	October
Submission of First Draft Report	November
Comments from EO and External Reviewers	December
Submission of Second Draft Report	December
Factual corrections from country office, RB, Government	December
Final Draft Report	December
Stakeholder workshop	December
Final report edited, designed, uploaded and printed	January 2010

published on the UNDP Web site<sup>38</sup> and made available to the public. Its availability will also be announced on UNDP and external networks.

## 6. MANAGEMENT ARRANGEMENTS

### UNDP EO

The UNDP EO Task Manager will manage the evaluation and ensure coordination and liaison with the Regional Bureau for Arab States, other concerned units at headquarters level and the Libya country office management. The EO will also contract a Research Assistant to facilitate the initial desk review and a Programme Assistant to support logistical and administrative matters. The EO will meet all costs directly related to the conduct of the ADR. These will include costs related to participation of the Team Leader, international and national consultants, as well as the preliminary research and the issuance of the final ADR report. The EO will also cover costs of any stakeholder workshops conducted as part of the evaluation.

### THE EVALUATION TEAM

The usual ADR evaluation team will consist of three members:

- Consultant Team Leader, with overall responsibility for providing guidance and leadership, and in coordinating the draft and final report;
- Consultant Team Specialist, who will provide the expertise in the core subject areas of the evaluation, and be responsible for drafting key parts of the report; and
- National Consultant, who will undertake data collection and analyses at the country-level, as well as support the work of the missions.

The final composition of the evaluation team will be decided during the scoping mission.

The Team Leader must have a demonstrated capacity for strategic thinking and policy advice and in the evaluation of complex programmes in the field. All team members should have in-depth knowledge of development issues in Libya and/or the Arab region.

The Evaluation Team will be supported by a Research Assistant based in the Evaluation Office in New York. The Task Manager of the Evaluation Office will support the team in designing the evaluation, will participate in the scoping mission and provide ongoing feedback for quality assurance during the preparation of the inception report and the final report. Depending on the needs the EO, the Task Manager might participate to the main mission too.

The evaluation team will orient its work by United Nations Evaluation Group norms and standards for evaluation and will adhere to the ethical Code of Conduct.<sup>39</sup>

### THE LIBYA COUNTRY OFFICE

The country office will take a lead role in organizing dialogue and stakeholder meetings on the findings and recommendations, support the evaluation team in liaison with the key partners, and make available to the team all necessary information regarding UNDP activities in the country. The office will also be requested to provide additional logistical support to the evaluation team as required. The country office will contribute support in kind (for example, office space for the Evaluation Team), but the EO will cover local transportation costs.

## 7. EXPECTED OUTPUTS

The expected outputs from the Evaluation Team are:

- An inception report (maximum 10 pages);

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38. See [www.undp.org/eo/](http://www.undp.org/eo/).

39. United Nations Evaluation Group (UNEG), April 2005, 'Norms for Evaluation in the UN System' and 'Standards for Evaluation in the UN System'.

- A comprehensive final report on the Libya Assessment of Development Results (maximum 50 pages plus annexes); and
- A presentation for the Stakeholder Workshop.

The final report of the ADR to be produced by the Evaluation Team will follow the following format:

Chapter 1: Introduction;

Chapter 2: Country Context;

Chapter 3: Strategic Positioning of the UNDP Country Programme;

Chapter 4: UNDP Contribution to National Development Results; and

Chapter 5: Conclusions and Recommendations.

Detailed outlines for the Inception Report, main ADR report and evaluation brief will be provided to the evaluation team by the Task Manager.

The drafts and final version of the ADR report will be provided in English. Early drafts will be translated into Arabic for comments by government. The final report will also be made available in English and Arabic.



## Annex II

# LIST OF PERSONS MET

### GOVERNMENT OF LIBYA

- Abughania, Dr. Abdulnabi Mohamed, Director, Center for Curriculum Development and Educational Research
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## Annex III

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