



Project Document Revision

Country: LIBYA
Project Title: Promoting Elections for the People of Libya (PEPOL)
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Implementing Partners: UNDP (Direct Implementation Modality)
Project Partners: UNSMIL and HNEC
Start Date: 23 November 2017 **End Date:** 31 December 2026
Project Board Decision: 26 November 2025

Brief Description
With an overall goal of supporting the capacities of Libya’s High National Elections Commission (HNEC) to prepare for and administer inclusive and credible balloting events, UNDP’s electoral assistance project for national elections is implemented by UNDP in coordination with UNSMIL’s integrated electoral support team (UNEST). The project is designed in the spirit of cooperation and national ownership, where HNEC acts as the co-chair of the project with shared responsibility for providing strategic guidance and oversight to the project. The project seeks to achieve the following four outputs. • Output 1: Support HNEC in the planning, preparation and conduct of national and local elections and out of country voting. • Output 2: Develop HNEC institutional and staff capacities and raise awareness on the requirements of electoral processes that are transparent, credible and promote inclusive participation. • Output 3: Promote public participation in electoral processes, targeting vulnerable groups with activities that enable them to exercise their right to vote. • Output 4: Raising the electoral awareness of local partners, enabling them to perform their role effectively in the electoral process and contribute to a peaceful electoral environment. • Output 5: Technical Assistance and Project Management Support On 26 November 2025, the PEPOL project board approved the 2026 workplan with four scenarios along with an extension of the project until 31 December 2026 to preserve the gains made, continue international support to HNEC, and maintain its readiness for national and local elections. The project results framework and multi-year work plan have been revised. The added budget for 2026 will be , within the overall approved budget of the Project since its inception in 2017 (which is USD 55.57 million for total project period of (2018-26). The project extension is within the parameters of the original project document, including the governance mechanism, project objectives, strategies and outputs, risk assessment and results framework.

UNSDCF Outcome 1.1: By 2025, Libyan citizens, particularly youth and women, are better able to exercise their rights and obligations in an inclusive,	Resources required: USD 55,569,980
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stable, democratic, and reconciled society, underpinned by responsive, transparent, accountable and unified public institutions. Strategic Plan Outcome 1: Structural transformation accelerated, particularly green, inclusive and digital transitions. CPD Output: 1.1: Institutional and human capacities of national and local state institutions to ensure democratic and gender-responsive governance, evidence-based planning, decentralization, right to vote and fair national and local elections are enhanced. Gender Marker: GEN2	Resources allocated: USD 37,255,499 * Un-funded budget: USD 18,314,481 Note: * Cash receipt is before 20 November 2025
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Agreed by UNDP:

Sophie Kemkhadze
Resident Representative

Signed by:
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1. Executive Summary

National elections represent a major milestone in the Libyan-led and Libyan-owned political process¹ and a critical step in restoring the legitimacy of Libyan institutions. More broadly, democratic processes are a way to move toward peace and stability, foster a culture of accountability and good governance, where human rights can be delivered, and development sustained.

Adopted in 2020, the Libyan Political Dialogue Forum (LPDF) Roadmap envisages a rights-based governance process that responds to the hopes and demands expressed by Libyan stakeholders. A central component of this Roadmap is the holding of national – presidential and parliamentary elections – a definitive step towards Libyan sovereignty, independence, territorial integrity, and national unity.

Promoting Elections for the People of Libya

The Promoting Elections for the People of Libya (PEPOL) project is the vehicle through which the United Nations (UN) and its international stakeholders support Libya's High National Elections Commission (HNEC) to prepare, organize, and conduct electoral events. The project is implemented by the UN Electoral Support Team (UNEST) of technical experts from the UN Development Programme (UNDP) and the UN Mission in Libya (UNSMIL), who provide technical advice and support to the HNEC, while respecting Libyan sovereignty and ownership of the process.

The PEPOL project is supporting HNEC's readiness and preparedness for elections in partnership with Canada, the Czech Republic, the European Union, Germany, France, Italy, Japan, Netherlands, Spain, Switzerland, and the United Kingdom and HNEC.

While working under the strategic guidance of the UN Special Representative of the Secretary General (SRSG) in Libya, the PEPOL project supports the UNEST Advisors to provide technical assistance, support, and advice to the HNEC and other relevant stakeholders, while providing the required programmatic, operational, quality assurance, and monitoring and evaluation services.

Specifically, the project supports the achievement of four outputs:

1. Planning, preparation for and conduct of balloting events.
2. Development of HNEC institutional and staff capacity.
3. Promotion of inclusive electoral participation.
4. Raising the electoral awareness among local partners and institutions.

Background

HNEC is the legally mandated electoral management body, responsible to conduct national and municipal elections in Libya in accordance with provisions of the Constitutional Declaration and Law No 8 on HNEC of 2013, and its amendments of Law No 20 of 2023. In 2023, the Libyan House of Representatives also transferred the mandate of municipal elections to the HNEC.

Electoral support has been in the core of UN Mission in Libya (UNSMIL) mandate, since its establishment in 2011. Between 2012 and 2014, the UN supported the HNEC to successfully conduct three elections.

UNDP launched the PEPOL project in December 2017, following a Needs Assessment Mission (NAM), the recommendations of which define the project scope. The project was evaluated in 2022, which made recommendations for strengthening the focus, effectiveness and efficiency of the project interventions, while continuing to support HNEC amidst delayed national elections.

¹ The UN provides technical assistance and plays a role in mediation between stakeholders.

A decision of the Libyan Political Dialogue Forum in November 2020 envisaged presidential and parliamentary elections on 24 December 2021. Based on provisions in the existing Constitutional Declaration (2011), Presidential and Parliamentary laws adopted in September and October 2021, and amendments occurring in the weeks thereafter, elections were called, accordingly.

By early December 2021, all major electoral processes were implemented according to plan and lead to the 24 December polling day. However, following the political differences that surfaced during the candidate vetting process for presidential elections, elections were indefinitely postponed.

Nonetheless, important achievements were realized, including the enfranchisement of over 2.8 million Libyan voters (more than 60 per cent of the eligible population); and demonstrated capacity of the Commission and its staff to plan and conduct two simultaneous nationwide exercises, within an extremely narrow timeframe – and while confronted with challenges related both to national insecurity and to the global COVID-19 pandemic.

Current Context

While the UN Special Representative of the Secretary-General (SRSG) to Libya engages key political stakeholders to reach an agreement on a legal electoral framework, the project continues to strengthen capacity within the HNEC, while supporting the cultivation of a more conducive electoral environment:

- Provision of technical assistance, support, and advice by the HNEC on development of a legal electoral framework – addressing concerns such as voting eligibility, clarity on the sequencing of elections, seat distribution and a mechanism for electoral dispute resolution.
- Improvement the efficiency and credibility of electoral processes.
- Advisory support to advocates of women’s inclusion and official quotas.
- Operational plans to accommodate various potential election scenarios – including the potential holding of three simultaneous national elections (presidential, parliamentary and senate), as well as the municipal council elections.
- Efficiency and security of voter registration and information management.
- Policies and regulations for voter registration, candidate nomination, voter identification, polling, and results tabulation.
- Simulation of election procedures to ensure efficient operationalization and execution.
- Development of general and election-specific skills among HNEC staff, including training-of-trainers to ensure sustainable knowledge-transfer systems and institutional memory.
- Expansion of the Commission’s regional and international networks.
- Increased cooperation with key national stakeholders, including the Civil Registration Authority, Government Information Authority, Ministry of Women’s Affairs, Ministry of Youth, and the Ministry of Interior/police.
- Quantitative data and qualitative evidence to inform approaches and actions.
- Expansion of stakeholder engagement to reach targeted and typically under-represented groups, including women, youth, persons with disabilities and disadvantaged groups.
- Development of capacity among civil society groups, who can act as advocates and established networks for electoral participation in their own communities.
- Preparation of campaigns for key electoral phases, including a voter registration exercise to be implemented in the near future.

Meanwhile, Law No. 20/2023 has transferred responsibility for local elections to the HNEC, which shall now be the only legally mandated authority for all Libyan elections. According to the HNEC Decision No. 46/2023 (27 August), municipal council elections are to be held in 98 municipalities on 20 January 2024. To this end, the scope of the PEPOL project its being expanded accordingly.

2. Project Work Plan 2024-2025 and a new Workplan for 2026

In consultation with HNEC, the PEPOL project's project work plan 2025-2026 was structured with four possible scenarios: (a) in case of no Elections in 2024 (Budget USD 7,755,100), (b) with assumption of national elections in 2024 (including project scale-up, ballot printing, out-of-country voting, voter registration and additional activities for public outreach (Budget USD 17,423,422), (c) with assumption of local elections support in 2024 (Budget USD 9,121,732), and (d) with assumption of both national and local elections support in 2024 Budget USD 18,760,084). The work plan is aimed at ensuring the necessary support to HNEC's electoral capacity and readiness as well as support to direct implementation of electoral events. The project support to HNEC is part of the integrated support by the international partners to the strengthening of democratic institutions in Libya. To implement the work plan, the project takes into account the challenging political and security situation in Libya. This work plan was presented in the PEPOL project board meeting held on 29 October 2023, for 2024, on 12 November 2024 for the financial year 2025, and on 26 November 2025 for the approval of project budget 2026 and for an additional one year extension of the PEPOL project until 31 December 2026.

Considering the abovementioned background on the political process and the preparations for the elections, the project board and international partners agreed to maintain the PEPOL project's continued support to HNEC in organizing the national and municipal electoral events and the post-electoral period as well as to conduct a comprehensive lesson learnt exercise, ongoing capacity development and support HNEC's readiness for any other electoral event if required.

The current draft of the electoral laws envisages that elections will include a second polling event, including the outreach campaign, tally process, results announcement(s), electoral dispute resolution and adjudication, and other electoral operations. Furthermore, to ensure HNEC's capacity during and in the aftermath of the elections, a solid UNEST team deployed in Tripoli will remain in place to provide necessary technical and advisory support to HNEC. In the post-electoral period, a comprehensive 'lessons learnt' exercise is envisaged to assess the technical side of the electoral process and institutionalize best practices. UNEST advisors will work closely with HNEC to ensure that the technical capacity remains preserved, while assisting HNEC to remain in its readiness for any other electoral operations throughout the year if required. International donor funding to support national and local elections is managed by UNDP through the framework of the PEPOL project. Elections support to HNEC falls under four project outputs:

Output 1: Support the planning, preparation for and conduct of balloting events including out-of-country voting (OCV).

Activity 1.1: Support to the development of the permanent voter register through technical advisory assistance.

A key priority for the project is to ensure the maintenance and improvement of HNEC's voter registration software system. HNEC has conducted three national elections that included voter registration processes since its establishment². Following the voter registration top-up exercise in July-August 2021, around 2.8 million Libyans are registered to vote in approximately 1,900 PCs. Together with the issuance of unique voter cards, the existing SMS-based voter registration is in the current context an important instrument for HNEC's readiness to run the upcoming elections.

A key component of the current electoral process is the registration of the voters through the SMS, the management and production of the register, and the management of voter cards. The HNEC currently uses a computerized suite of software to support these services. This system was conceived by the

²For the two elections in 2013-14 (as stipulated in the relevant electoral laws at that time), the HNEC used an SMS-based registration system where voters needed to send their National Number (NID) and the code of the polling center (PC) they chose for voting. Voter Cards were not issued to voters. During polling, the identity of voters was confirmed by checking identification documents issued by the Civil Registry (CR) or other relevant state authorities. Indelible ink was used after vote casting as an additional measure to prevent multiple voting.

HNEC and functions completely under its oversight. There have been successive voter registration updates, most recently in July/August 2021. Currently approximately 2.8 million Libyans have been registered to vote in approximately 1,900 Polling Centers (PCs).

The responsibility for local elections has also been transferred to the HNEC, which will create a set of new requirements upon the institution and their systems. Key amongst of them will be the management of the voter register. Furthermore, as the basic public technology infrastructure systems have evolved, and should be incorporated - namely accessing the register of personal phone numbers through an API.

During the last registration process, new aspects were introduced to the registration process – namely voter cards. In the future, these cards need to be handled in line with new workflows. Furthermore, there were requirements that were insufficiently addressed – such as the need to scan voter cards upon reconciliation, which should be conducted within the system. UNDP is in the process of engaging a supplier to assist the HNEC in maintenance of the system and perform software development to add or amend functionalities.

The HNEC is in complete control of the system and the software, and this shall continue. Accordingly, numerous restrictions must be established with regards to the ability of the supplier to make code changes, system changes, or implement tasks without HNEC review and approval, within a structured workflow.

Currently, the HNEC is working towards the delivery of an election to take place in the coming year. Updates are required to the software at key milestones prior to the election. Further, changes are required subsequent to this election. The HNEC expects the development of the existing open-source voter management system while ensuring that the system is suitable and ready to handle all aspects of the voter registration process at short notice.

While the electoral calendar is yet to be defined, it is possible that there will be several electoral events in the next two years. Accordingly, the system must be ready at all times to commence registration at a maximum of two weeks' notice -and the supplier must have support staff available to assist with needs.

In the long run, HNEC envisages that over time voters will be registered using biometric data and that voter cards are issued with QR codes in different phases. The Project's direct input for the abovementioned scope includes the contracting of a software service provider, the deployment of an international electoral database management specialist, a national 'electoral database development' project officer and technical advisory support from UNEST advisors.

In addition to the enhancement of the voter registration system and integration with the CRA and possible the VR database of the local elections commission, HNEC envisages to review the current voter register and opening up a new registration exercise with through an enhanced voter verification process, covered in the abovementioned technologies.

Activity 1.2: Provide technical assistance in election operations planning and implementation.

In support of UNEST Advisors, the project assists the technical capacity of HNEC to develop electoral operations planning for national, local elections and referendum when required. UNEST is supporting HNEC Commissioners and Secretariat with the development of electoral regulations and procedures, concept of operations, public outreach campaigns, voter registration and voter card distribution processes, electoral calendar, candidate nomination, OCV planning, procurement, logistics and field operations, staff needs assessment, budget, estimated timelines, etc. To enable out-of-country voting (OCV), HNEC requested UNDP to solicit bids from potential express courier service providers, which could transport the OCV ballots to Tripoli ensuring the secrecy of the vote. The Project's direct input for the abovementioned scope includes support to UNEST and HNEC with regards to workshops, trainings, and other means to develop and implement operations plans.

Activity 1.3: Facilitate the procurement of sensitive and non-sensitive election material.

Given the sensitive and time pressure related to electoral procurement, HNEC indicated that it would like to follow the same procurement modality for critical polling material as was done in previous elections supported through UNDP, to the extent that HNEC will co-contribute, on behalf of the Government of Libya, for the procurement of electoral materials. Following a finance contribution agreement, HNEC is expected to financially contribute with the required funds to the UNDP in order for the project to procure electoral material including ballot boxes, polling kits, printing of ballots and other required electoral material through UNDP's Procurement Support Office (PSO), Copenhagen Denmark given its global expertise in swift and solid procurement of electoral material.

Together with UNEST Advisors, the Project assisted HNEC in the past period with the assessment of the existing stock of electoral materials and the needs for new procurement to ensure that sufficient Polling Center (PC) and Polling Station (PS) kits, ballot boxes, voter screens, training kits, etc. are available. After the upcoming electoral events, UNEST will assist HNEC with an assessment of the available stock and plan for new procurement to be ready for addition polling events if required. Concerning the ballot printing process, UNEST assists HNEC with the design of the ballots. If HNEC decides it would require support from UNDP for the ballot printing process, UNDP's procurement will be done through UNDP PSO CPH, ensuring integrity and swift printing and transportation of the ballots.

To strengthen the technical requirements for a voter registration exercise, the project envisages to procure for HNEC essential new ICT equipment to replace existing ones given their limited lifespan. The procurement process for new servers and other relevant hardware and software also contributes to the Project's support to HNEC's voter registration system (1.1) HNEC requested UNDP also to provide the necessary procurement support for the establishment of a Call Center that is automatically linked to the voter registration database and the current SMS system.

The Project's direct input for the abovementioned scope includes procurement of electoral materials as agreed by HNEC and described in the Work Plan as well as the Operations plan, the deployment of an international and national electoral logistics experts based in Tripoli, electoral advisory support, trainings, workshops, missions and meetings, printing of relevant supporting documents and materials, to develop and implement operations plans.

Additional ad hoc electoral operations: As the electoral landscape is very fragile and a long-term electoral cycle has not been established in Libya, at the request of HNEC, the Project includes support and assistance to potentially any additional ad hoc election in 2024; whether it could be potential re-runs, or any a different election that needs to be conducted at short notice to respond to the political situation including referendums.

Activity 1.4: Deploying UNEST field presence in HNEC field offices.

UNEST mandate establishes an elections advisory team that works closely with counterparts at HNEC's headquarters level. No UNEST staff members are permanently deployed in the regions. Where the security situation permits, UNEST advisors and contractors will conduct field visits to selected HNEC field offices to provide technical assistance and support during the electoral operations based on HNEC's needs.

Activity 1.5: Enhance HNEC capacities in electoral security and facilitate coordination between HNEC and relevant security agencies engaged in supporting electoral security at all levels.

Electoral security is not in the project's core mandate, yet UNEST provides strong support by enhancing coordination between relevant international actors, government actors and stakeholders, in order to support HNEC in electoral security planning with security institutions. The project includes a limited budget for secure and safe travel of UNEST advisors and/or HNEC key representatives related to electoral security coordination, if required.

Activity 1.6: Technical Advisory Support

Providing the necessary technical advice to HNEC and have the capacity to implement the abovementioned areas of support, the Project envisages to continue to deploy the following technical positions related to Output 1, based on the exact continued needs in 2024-25.

1. Chief Technical Advisor
2. Senior Electoral Technology Advisor
3. National Electoral Database Developer

Short-term consultants on need basis

4. Elections Graphic Designer (ballots)
5. Out-of-Country Voting Expert
6. Electoral Operations and Logistics Officer
7. Electoral security expert

Output 2: Develop HNEC institutional and staff capacities and raise awareness on the requirements of electoral processes that are transparent, credible, and promote inclusive participation.

Activity 2.1: Improve HNEC capacity for external communications through support to the HNEC Public Outreach.

The project provides support to enhance the capacity of HNEC Public Outreach department to develop voter education and outreach programmes and strengthen external relations in coordination and cooperation with other international organizations such as IFES.

Activity 2.2: Facilitate the development of a multi-year strategic plan and action plan.

Considering the complex environment, the various uncertainties, the Strategic Plan is planned to be developed, to undertake an in-depth review of HNEC road map to ensure that the HNEC remains on track and in sync with the environment it operates in. In line with the constitutional mandate, it is important to note that the Strategic Plan will remain a living document, so there will inevitably be a need to make adjustments over the next few years as circumstances dictate.

Output 2.3 – Trainings and workshops on thematic and general office functions.

Through workshops and trainings, the project provides technical and logistical support to HNEC and developing its capacity in electoral training, procedures, assets management, information management, and gender mainstreaming and enhanced participation of women and youth in electoral processes. Post-election workshops at different levels are to gather all the lessons learnt from the elections. The project might engage a capacity development specialist or lessons-learned expert to ensure the lessons learnt process is done in a structured and systematic manner that will enable HNEC of institutionalizing all the relevant recommendations.

Activity 2.4: Integrate ICT in the administrative and operational functions of the institution including in candidate nomination, results management, and out-of-country voting (OCV).

One of the project's priority areas in 2024-25 is the maintenance of a comprehensive Election Results Tabulation and Management System for the HNEC. Collation and tabulation of election results is a very sensitive and important aspect of any electoral process, and the availability of a credible, transparent

system and associated processes are vital to the overall credibility of any electoral processes including elections and referenda. During the previous electoral processes, the HNEC used computerized tabulation systems that was developed in an ad-hoc manner with applications designed to support a single electoral event.

UNDP has engaged an expert firm to improve the sustainability and ownership of the tabulation process and to enhance the Commission's ability to independently manage and maintain the tabulation process and enhance results reporting processes while including ballot audit triggers. The current results tabulation system might have to be updated on any potential change of the parameters in the electoral laws as significant changes in the electoral system could also affect the results tabulation process. Given the prominence of electoral software systems in the current electoral environment, the project supports HNEC's ICT unit and experts with relevant trainings and initiatives to enhance their capacity and ensure HNEC's ownership and sustainability of the provided technology systems.

Activity 2.5: Learning, exposure and experience sharing through regional and south-south electoral experiences.

Through peer-to-peer visits, study tours, participation in conferences and workshops, the project supports HNEC's continued engagement with other Electoral Management Bodies as well as global and regional associations (e.g. association of Arab Electoral management Bodies (Arab EMBs), Association of World Election Bodies, and Association of African Election Authorities (AAEA) etc. in order to enhance HNEC's understanding of electoral processes and share learning experiences in a south-south cooperation context. The project also supports HNEC's membership and engagement with the association of the Arab EMBs and AAEA.

Activity 2.6: Promote sustainability through effective coordination of electoral assistance.

As per its mandate to coordinate international efforts in support of electoral processes in Libya, UNEST, including UNSMIL and UNDP/PEPOL will continue to take the lead in 2024-25 of organizing electoral coordination meetings with international actors. The Project supports HNEC with the organization of meetings of the project's Technical Committee, donor partners and the project board meetings.

Activity 2.7: Technical Advisory Support.

With the aim to provide the necessary technical advice, assistance, and support to HNEC and have the capacity to implement the abovementioned areas of support, the Project envisages to deploy the following technical positions related to Output 2, subject on the exact needs.

1. Electoral Technical Advisor
2. Electoral Advisor (lessons learnt expert, capacity development, training) (Short-term consultants on need basis)

Output 3: Promote public participation in electoral processes through interventions that target and enable vulnerable groups to exercise their right to vote.

As Libya's last elections date from 2014, voter education is an area that will require attention and focus from multiple actors. HNEC's role is concentrated on explaining electoral procedures and processes to raise voters' awareness of how to register and vote, explain appeal mechanisms, and strengthen the confidence and trust of the electoral in the organization as a strong and impartial EMB. Project has been engaging with Facebook/Meta on assisting HNEC with advancing the use of social media and monitoring of hate speech and/or fake news. In 2024-25, the project intends to expand in this area of providing substantial assistance to HNEC on the use of social media.

Women participation in electoral processes is a fundamental right. As per the Universal Declaration of Human Rights (Article 21), everyone has the right to take part in the government of their country; and to express their will freely, through universal and equal suffrage. To this end, the Convention on the Elimination of Discrimination Against Women, ratified by Libya in 1989, agrees to take all appropriate measures, including legislation, to modify or abolish existing laws, regulations, customs, and practices that constitute discrimination against women. Achieving gender equality and empowering women and girls is also a Sustainable Development Goal, through which to realize the United Nations Agenda 2030 – a plan of action for people and planet, to achieve peace and freedom. The Project assist, support, and advice to enhance the capacity of HNEC's Women Support and PEPOL with Disability Units and supports initiatives of HNEC to increase the participation of women, youth, and vulnerable groups. In addition to HNEC, the project envisages engagement with other institutions and CSOs on civic and voter education and inclusive electoral processes.

The project supports coordination between international electoral assistance providers to avoid duplication of efforts, unnecessary overlap, or any missing areas of support. Following coordination between HNEC, UNEST and the IFES. The project is designed to provide supplementary the required support to the HNEC Public Outreach Unit. For the elections, project provides support to HNEC with the organization of coordination meetings and workshops with actors to enhance voter awareness with respect to women, youth, People with Disabilities (PWDs) and marginalized communities.

Activity 3.1: Support to HNEC engagement with CSOs and other national stakeholders including representatives of vulnerable groups.

The project provides support to HNEC with the organization of coordination meetings and workshops with actors to enhance voter awareness with respect to women, youth, People with Disabilities (PWDs) and marginalized communities. In addition to HNEC, the Project envisaging coordination and cooperation with government institutions and CSOs to enhance inclusion of women, youth, PWDs, and vulnerable groups in electoral processes. Moreover, the project envisions to enhance youth participation by exploring innovate ways through which young people can be actively engaged throughout the electoral process, ranging from awareness raising and sensitization of first-time voters to youth leadership promotion and engagement around non-violence. In identifying impactful way in which youth engagement can be strengthened, the project is benefiting from a larger knowledge management exercise embarked upon by UNDP, and the EC-UNDP Joint Task Force on Electoral Assistance based in Brussels (JTF) through the Sustaining Peace during Electoral Processes project (SELECT) more specifically.

Activity 3.2: Engage civil society, media, and other stakeholders to support the design, development and implementation of inclusive voter education and awareness campaigns and materials.

As Libya's last elections date from 2014, voter education is an area that requires attention and focus from multiple actors. HNEC's role is concentrated on explaining electoral procedures and processes to raise civic and voters' awareness of how to register and vote, explain appeal mechanisms, and strengthen the confidence and trust of the electoral in the organization as a strong and impartial EMB. Civic and voter Education during and after the elections is an important aspect. The project will support HNEC and partners with the development of specific voter education campaigns and materials, including audience specific materials on the electoral process. In addition, post-elections, the Project envisions to engage different national stakeholders on civic and voter education. Potential considerations could be liaison with the Ministry of Education on the development of a curriculum that encompasses civic and voter education.

Activity 3.3: Generate data and analysis on electoral issues.

The project supports HNEC with mapping of electoral data, e.g., the development mapping tools on electoral locations, offices, logistical movements, number of registrations, specific target groups (IDP, PWD, etc.). The tool will enhance HNEC's call center capacity to identify and respond to queries.

Activity 3.4: Support and advocate for the strengthening participation of women, youth, and persons with disabilities in elections

Strong women participation in elections are an essential component of an inclusive electoral process. UNEST provides technical advisory support to HNEC's Women Support Unit (WSU) on key elements in electoral legislation, policies, regulations, procedures, planning and implementation. The UNDP Gender Advisor is assisting the WSU with developing its capacity and providing the necessary technical advice. HNEC's Women Unit is being supported by organizing Webinars for Libyans on topics that affect women in electoral processes, concerning the legal framework to challenges and obstacles for women as voters and candidates. Project is also exploring potential support to HNEC's concept of establishing a modality for women to report concerns during the electoral process. PEPOL provides support to HNEC with developing the capacity of the WSU and the Disability Unit to promote inclusive electoral participation of women, youth and PWDs as voters, candidates, and election administrators.

Activity 3.5: Technical Advisory Support.

In order to provide the necessary technical advice to HNEC and have the capacity to implement the abovementioned areas of support, the Project envisages to deploy the following technical positions related to Output 3, subject to the exact needs.

1. Women's Empowerment Specialist
2. Media Literacy Specialist
3. National Public Outreach Officer
4. Electoral Advisor (Voter education) (Short-term consultants on need basis)

Output 4: Raising the electoral awareness of local partners and institutions, enabling them to perform their roles effectively in the process.

Activity 4.1: Strengthen HNEC's legal department capacity to contribute to legislation, draft regulations, and procedures.

UNEST provides technical advisory support to HNEC with drafting procedures and regulations on elections. The project will support lessons learnt workshops, study tours or exchange visits are required to enhance the drafting of necessary electoral legislation, as well as the provision to deploy on a needs-basis electoral legal expert.

Activity 4.2: Develop codes of conduct for key electoral stakeholders.

The project will engage HNEC with key electoral actors, such as observers, media, candidates, candidate agents, and CSOs, for the development of a code of conduct for key electoral stakeholders. This will enable HNEC, with support from UNDP, to recommend legislative improvements and revise relevant codes of conduct for candidates, media, observers.

Output 4.3– Generate information, data and analysis, and integration of relevant tools for the prevention of electoral violence and addressing misinformation.

While the mushrooming of internet, social media and artificial intelligence has contributed to inclusion, transparency and participation in the governance realm, it also carries risks and challenges to the integrity of the information landscape with ramifications on democratic processes. The project will support the development and implementation of a mechanism to (1) increase the capacity of mandated national actors to identify and fact-check disinformation; (2) strengthen response in the form of counter-

messaging and hate speech through local networks; (3) strengthen media literacy and provide a publicly available reference page for disinformation; and (4) provide for a supporting IT platform with automated features.

The project will provide support to platforms and tools to address fake news and hate speech in elections with provisions of support via Online platforms, software development and training (E-monitoring, surveys).

UNEST has been engaging with Facebook/Meta on assisting HNEC with advancing the use of social media and monitoring of hate speech and/or fake news. In 2024-25, project intends to expand in this area of providing substantial assistance to HNEC on the use of social media. Specific actions to materialize the roll-out of a national mechanism for the identification, fact-checking and analysis of the mis/disinformation and hate speech phenomena include:

Assessment: Conduct consultations with a broad range of stakeholders including state and non-state actors to assess the existing initiatives, legal framework and information/media landscape related to elections and disinformation/hate speech in Libya.

Customization IT: Based on this assessment, customize the mechanisms (see explanation below) and IT Tool to fit the needs and context.

Deployment: Training, roll-out and piloting of the national mechanism for the identification, fact-checking, and analysis of the mis/disinformation phenomenon.

Operationalization: Finalize the mechanism and support to the operational phase, including ensure system sustainability in the long-term.

The swift development of internet and social media has realized an unprecedented impact on the communication ecosystem and speed and scale of citizen practices related to access and use of information. While these new systems contribute to inclusion, transparency, and participation in the governance realm, they also carry risks and challenges to the integrity of the information landscape with ramifications on democratic processes. Those materialize regularly through phenomenon of disinformation both instigated and spontaneous related to a variety of domains such as: electoral processes, pandemic, displacement-related crisis, terrorism, etc.

In coordination with the EC-UNDP Joint Task Force on Electoral Assistance, UNDP Crisis Bureau and the Exo Digital Transformation Team, and the UNDP Regional Bureau for Arab States, the project is developing mechanisms to support institutions and actors at national level to identify, analyze, and mitigate issues related to disinformation during those challenging environments. As needs are increasingly being expressed globally by national counterparts, the project aims at mutualizing resources and expertise to develop and deploy an IT solution for the mitigation of disinformation through fact-checking for social media and online news resources that can be fully replicated and customized at country level. This programmatic approach essentially looks at addressing the issue of coordination of national stakeholders in mitigating the impact of disinformation. This ambition takes its roots in the acknowledgement that a multitude of stakeholders are to be involved in this effort including media, government institutions, education and sensitization structures, private sector, CSOs, etc. In order to provide the necessary technical advice to HNEC and have the capacity to implement the abovementioned areas of support, the project envisages to deploy the following technical positions related to Output 4, subject to the exact needs.

1. Stakeholder Engagement Specialist
2. Short-term consultants on need basis

Output 5: Technical Assistance and Project Management Support

The project will prioritize maximizing the efficiency and effectiveness of UNDP's support to Libya and on delivering value for money for donors and taxpayers. In this regard, the project will ensure value for money through tracking performance against a range of value for money indicators that span both the length of the results chain (from inputs, activity, output, outcome, impact) and the complete project timeframe (from initiation plan to completion). Value for money is an integral criterion and is applied across all processes as envisaged under the UNDP Project and Operation Policies and Procedures (POPP). Following the 4 E's approach (economy, cost effectiveness, cost efficiency, equity), the project will manage costs according to the UNDP rules and regulations.

The project will share costs as much as feasible, particularly with other UNDP projects.

- **Using competitive processes:** The UNDP procurement policy requires projects to consider and compare competing methods and partners in procurement or project decisions, and to select the option that offers the optimal mix of costs and benefits. The project will strictly apply competitive selection processes when selecting partners and contractors.
- **Using evidence-based decision making:** Evidence-based decision making requires systematic, structured, and rational approaches to decision making, framed around logical arguments informed by accurate analysis. This requires the project to focus on learning from experience to avoid adopting methods and approaches that have not been successful in the past.
- **Adopting flexibility:** Value for money requires that organizational systems are proportional to the capacity and need to manage results and/or deliver better outcomes and be calibrated to maximize efficiency. UNDP's ongoing commitment to business process reforms to eliminate inefficiencies, waste and duplication will help achieve this. At project level, UNDP's business processes, policies and systems will be adopted with a clear understanding of transaction costs, measured against the potential benefits.
- **Risk management:** Performance and risk management are integral to value for money and to maximizing the effectiveness of interventions. The project will continuously review contracts and other engagements and projects for quality to ensure that they are meeting their objectives and delivering maximum impact. Robust approaches to risk management are also critical to the project to maximize the likelihood of achieving objectives and thereby contribute to overall effectiveness. The project strictly implements UNDP's integrity risk management systems to prevent fraud and corruption and ensure resource allocations reach their intended targets.
- **Experimentation and innovation:** All the project's interventions will be delivered in an inherently volatile and risky environment. To maximize impact, the project will adopt creativity and flexibility in the design and delivery projects. This can be fostered through the trialing of experimental and innovative mechanisms where there are reasonable grounds to expect better overall outcomes. The project team will be encouraged to have the appetite to trial new ways of delivery and a recalibration of risk tolerance.
- **Accountability and transparency:** Accountability and transparency are central to value for money as they strengthen responsibility for results and can contribute to the continuous improvement of organizational processes. Effectiveness requires that the project is held accountable by donors, by national partners and beneficiaries for delivering results. This helps to create appropriate incentives for optimal performance. The project will hold partners accountable and demand transparency at all levels to facilitate honest dialogue about the overall impact of interventions.
- **Protection principles, protection mainstreaming and the right to privacy:** The project will mainstream the Global Protection Cluster Protection Principles. Protection mainstreaming is the process of incorporating protection principles and promoting meaningful access, safety, and dignity, especially when working at a community level.
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The following elements must be considered in all activities:

- **Priorities safety and dignity and avoid causing harm:** Prevent and minimize as much as possible any unintended negative effects of the intervention which can increase people's vulnerability to both physical and psychosocial risks.
- **Meaningful access:** Arrange for people's access to assistance and services – in proportion to needs and without any barriers (e.g., discrimination). Pay special attention to individuals and groups who may be particularly vulnerable or have difficulty accessing assistance and services.
- **Accountability:** Set-up appropriate mechanisms through which affected populations can measure the adequacy of interventions, and address concerns and complaints.
- **Participation and empowerment:** Support the development of self-protection capacities and assist people to claim their rights.

The project will adhere to protection principles, ensuring the minimization of any unintended negative effects of the interventions.

As part of the Country Programme 2023-2025, UNDP programme in Libya is directly implemented and subject to the programmatic and operational policies of UNDP. According to UNDP policy, direct project costs and delivery enabling services will be provided in accordance with the UNDP's cost recovery policies. In addition to direct project costs, the General Management Support (GMS) are also included in the budget. The GMS represents costs to the organization that are not directly attributable to specific projects or services, but are necessary to fund the corporate structures, management, and oversight costs of the organization. To support the programmatic aspects of the project and be able to swiftly respond to a potential project scale up that enhances HNEC's readiness and preparation for elections, the project will maintain a core team ensuring smooth implementation of project work plan in line with UNDP's procedures and operational processes.

Donor visibility and communication, together with project monitoring, reporting and evaluation are key elements of support national election project work plan. It is envisaged that in the post-electoral phase, a UN Needs Assessment Mission could be deployed to evaluate the UN's electoral assistance and re-assess the parameters for any future electoral support to Libya which also includes UNDP/PEPOL project. Project envisages to deploy the following technical positions related to project management output, subject to the exact needs.

1. Project Management Specialist
2. Reporting and Coordination Specialist
3. National Project Officer
4. National Logistics Officer
5. Interpreters and Translators
6. Drivers

3. Governance and Management Arrangements

The project will be implemented by UNDP Libya under the Direct Implementation Modality (DIM). UNDP will manage and implement the project using the UNDP standards for project management, and in accordance with the UNDP financial rules and regulations, and the UNDP Programme and Operations Policies and Procedures. UNDP will engage responsible parties and contractors through the UNDP procurement process and based on UNDP guidelines and procedures. In the spirit of ensuring national ownership and inclusive participation, the programme implementation will be done in close partnership with HNEC, as well as with other national institutions, civil society and community organizations and actors. The project will promote ownership and capacity development of relevant actors and institutions in order to ensure sustainability of results.

United Nations Electoral Integrated Support Team (UNEST): As per the Project Document, managed under UNDP rules and regulations, the project is an integrated electoral assistance project to HNEC jointly implemented with UNSMIL/UNDP electoral integrated support team (UNEST).

Project Board:

UNDP Resident Representative has established a Project Board for providing strategic guidance to Project Manager / Chief Technical Advisor, including recommendations for the approval and revisions of project work plans. The main role of the Project Board is to oversee that the project remains on track vis-à-vis the goals, objectives, results defined in the project document, approve the project work plans and budgets and to provide strategic guidance to the implementation of the project. UNDP has ultimate accountability for managing the project's implementation and donor funding, and Project Board decisions should thus be made in accordance with standards that shall ensure management for development results, best value for money, fairness, integrity, transparency, and effective international competition.

The Project Board plays a critical role in UNDP commissioned evaluations by quality assuring the evaluation process and products, and using evaluations for performance improvement, accountability, and learning. Project reviews by this group are made at designated decision points during the duration of the Project or as necessary when raised by the Project Manager. The Board is consulted by the Project Manager for decisions when his or her tolerances (normally in terms of time and budget) have been exceeded. Based on the approved work plan.

The project board will facilitate collaboration between UNDP, UNSMIL, HNEC, donors, and other stakeholders for the implementation of the Project. The Project Board is co-chaired by the UNDP Resident Representative and Chairman of the HNEC and includes UNSMIL and donor representatives. The project board members are expected to play three critical roles:

Executive: The Executive, the UNDP Resident Representative, is responsible for the overall oversight and management of the project, supported by the Senior Beneficiary and Senior Supplier. The Executive's role is to ensure that the project is focused throughout its life cycle on achieving its objectives and delivering outputs that will contribute to higher level outcomes.

Senior Suppliers: This group includes UNDP as the core provider of technical services to the Project and the donors providing funding to the project. The Board can decide to include additional technical providers as appropriate during the period of implementation. The Senior Suppliers primary function within the Board is to provide guidance regarding the technical feasibility of the project.

Senior Beneficiaries: This group is responsible for validating the needs and for monitoring that the solution will meet those needs within the constraints of the project. The role represents the interests of all those who will benefit from the project, or those for whom the deliverables resulting from activities will achieve specific output targets to ensure the realization of project benefits. In this case, the Project Board will include the HNEC, and other relevant stakeholders, and CSO representatives.

The Project Board will be responsible for the following:

- High-level, strategic oversight to the project activities.
- Overall guidance and direction to the project, ensuring it remains within specified constraints.
- Approve annual work plans and budgets and authorize major deviation from the approved work plans and budgets.
- Review progress and provide guidance and recommendations to ensure agreed deliverables are produced satisfactorily according to plans.

- Approve changes and amendments to the existing project document.
- Consider recommendations from the Technical Advisory Committee (if any).
- Monitor progressive achievement of project objectives and provide guidance on long term sustainability of the project's achievements.
- High-level quality assurance for project results and input and advice to on-going risk analysis.
- Undertake mobilization of funding for the project and consider funding for emerging issues.
- Review and approve the Final Project Review Report, including lessons learned.
- Commission project evaluation when required.
- Invite representatives of other project beneficiaries to inform on their specific activities and needs.

The Project Board will convene at least once a year. Should there be an urgent requirement for a Board decision, it may be convened as and when necessary, on an ad hoc basis including virtually. The Co-chairs of the Project Board may establish sub-committees to deal with specific tasks or needs. The Project Board will make decisions based on consensus and in case of any disagreements only then issues will be put to the Board members for a decision, which will be governed by majority vote. All board members will strive for representation in board meetings at a level appropriate for political guidance and decision-making.

Technical Committee: Comprising representation from UNDP, UNSMIL and HNEC, the Committee prepares and follows up on work plans and decisions of the Board; facilitates implementation of annual workplan; and advises/makes decisions on policy, technical and logistical needs of implementation of project activities. The Committee may also identify strategic or other issues requiring guidance, deliberation, or decisions by the Project Board; prepare regular technical, administrative, and financial reports for presentation to the Project Board; respond to any questions from the Board; and communicate with key partners of the electoral process. The Committee is formed by the UNDP Chief Technical Advisor/ Project Manager, as co-chair with delegated HNEC Commissioner or Head of Administration, and UNSMIL Chief Electoral Operations Advisor; and other persons as may be delegated by the co-chairs. The Technical Committee holds monthly meetings (and more frequently as needed) to perform the following duties:

Implementation Arrangements

Project Location: For effective implementation, the project and its management are based in Tripoli with a back office in Tunis following the security environment in Libya. The project has offices at HNEC, as well as within UNSMIL and UNDP. While the project aims to implement all project activities inside Libya, due to security and other considerations, some activities may need to be implemented outside Libya. The decision of which activities need to be implemented outside Libya will be taken by the project technical committee, taking into consideration among others issues of security, availability of human and other resources, and the objectives of the activity.

Project Management: The project is managed by the Chief Technical Advisor (CTA) / Project Manager (PM), who reports to the UNDP Deputy Resident Representative (Programme) and work in close coordination with the UNSMIL Chief Electoral Advisor (CEA). The CTA is based in Tripoli, with missions, where and as required. With the UNSMIL CEA providing the overall strategic direction of the project, the CTA/PM has the overall responsibility for day-to-day management of the project, including timely and efficient delivery of the project's technical, operational, financial and administrative outputs and substantive project inputs specifically; regular outreach and coordination with the project beneficiaries, coordination and quality assurance of expert inputs and products, and regular coordination among project partners to ensure coherence and complementarity. The CTA/PM is supported by the Technical Committee and Project Management Support Team, consisting of technical and administrative experts. The CTA/PM serves as a member of the technical committee and ensure that decisions of the technical committee and project board are implemented.

Programme Assurance: Project quality assurance is provided by the UNDP Governance and Rule of Law Programme Unit, while working under the guidance of UNDP Deputy Resident Representative. The UNDP Programme Unit will support the Programme Board by carrying out objective and independent programme oversight and monitoring functions. This role ensures appropriate programme management milestones are managed and completed. The UNDP Country Office Programme Management and Support Unit provides oversight and compliance with UNDP Policies and Procedures and with donor reporting requirements. It will also lead the third-party monitoring of all activities under the project.

Audit Arrangements: The project will be audited in accordance with the UNDP Office of Audit Investigations (OAI) guidelines and procedures; the audit reports will be made public on the UNDP OAI's web portal.

Access: As a technical assistance and capacity building project, it is essential that project personnel communicate with HNEC staff both at the national and field level. As a contingency, due to constraints on movements and communications created by the conflict and covid, UNDP may contract key national and international electoral experts through third-party arrangements, in close coordination with the UN Single Electoral Roster) to allow the experts to work inside Libya, in order to achieve greater operational flexibility. They are hired by a third-party company but will report within the determined reporting lines of the integrated project team. The third party is expected to comply with security precautions and assume all responsibility for the safety and security of the staff they hire. (The third-party arrangement for the deployment of national and international experts inside Libya is already established by UNDP Libya and is operational).

Time-Efficiency: With at least significant balloting events expected in a very tight timeframe, there is a need for rapid procurement and delivery of high-quality election materials in an efficient and effective manner. UNDP manages an Operations team specifically dedicated to delivering the activities, and benefits from the fast-track modality, and long-term agreements with specific companies to ensure that procurement of works and goods will take place fast. Upon agreement, the Global UNDP Procurement Support Office (PSO) in Copenhagen could be used for procurement of electoral materials as considered appropriate.

Risk-informed Decision-Making: To ensure a risk-informed and conflict sensitive project implementation, the project technical committee and project board will continually assess the situation in the country and relate it to the actual project implementation. The project considers the following critical risks: (1) political context and possible political leverage; (2) the security situation; (3) the project risks (i.e., conflict sensitivity); and (4) the operational risks.

Project Donors Basket Fund: UNDP manages the basket fund which will also be used to fund materials and services for the integrated team and all project activities; reports on the flow and expenditure of funds to the basket will be provided to the Project Board.

Coordination of International Support: The project works closely with other UN agencies and international partners supporting the electoral process, to ensure complementarity and greater impact of project results. To this end, the project will support the HNEC to establish an umbrella coordination mechanism that brings together all international organizations providing electoral support to Libya in order to ensure information sharing, cooperation and collaboration, clarity on the distribution of efforts, and to address gaps in support and avoid duplication. Through these coordination efforts, the project will also work with international partners to advocate for the coordination of and support to election observation, particularly domestic election observation. The project will develop the terms of reference for the coordination mechanism for review by the technical committee.

Integrated Structure: For UN assistance providers, all electoral assistance is integrated in accordance with Decision No.2011/23 of the UN Secretary-General, endorsing a leadership role of the UN focal

point on all electoral assistance matters and Decision No. 2010/23 noting that “All electoral assistance...will be delivered in a fully integrated manner from the outset, whether or not the mission is structurally integrated.” The relationship between the UNDP and UNSMIL electoral support staff is one of an integrated team, under unified command of UNSMIL SRSG, co-located with dual reporting lines for UNDP staff due to their fiduciary responsibilities related to both the project and fund management. The integrated structure is led by the Chief Electoral Advisor, reporting to the Special Representative of the Secretary General (SRSG). The UNDP Chief Technical Advisor and head of the Project will serve as the officer in charge in the absence of the Chief Electoral Advisor, also ensuring de facto integration of the UNDP and UNSMIL electoral teams.

The Project has been designed with value for money as a key priority, recognizing the multitude of needs in Libya and the limited funding envelope of Government and of donors. That said, a fundamental underpinning of electoral capacity development is skills transfer based on the use of high-quality technical specialists capable of working with HNEC to provide highly reliable, complex technical advice as needed, as well as more systematic longer-term capacity development. As such, the Project has been designed to enable UNDP to deploy both long-term capacity development staff, complemented by international advisors and consultants with capacities to provide specialist technical inputs upon demand. The Project is comprised of project technical functions as well as support functions at different levels to ensure services are efficiently and effectively delivered to meet project needs and conform to UNDP policies and procedure.

4. Results Framework (2024-26)

Expected Outputs	Activity Results	Data Source	Indicators	Baseline	2024-2026 Targets	Data Collection Methods
Output 1: Support the planning, preparation for and conduct of balloting events.	HNEC has successfully planned, prepared, and implemented the required electoral operations / balloting events. Activities: 1.1: Support to the establishment of a permanent voter register through technical advisory assistance 1.1.1. Support upgrade & maintenance of HNEC Voter management System (VMS) and integration with Libyan third parties, and expansion to local election scenarios. 1.1.2 Support to Voter Registration (VR) Review and conduct of VR, (SMS VR upgrades and updates voter registry), and support to HNEC revised voter verification system. 1.2: Provide technical assistance in election operations planning and implementation	UNEST/UN reports and briefings HNEC reports and briefings. Official documents Issued electoral legal framework (laws, regulations) Donor reports TPM Agreements or communiques	1.1 Enhancement of HNEC's voter registration system 1.2 Number of registered voters vs distributed voter cards 1.3 HNEC's technical readiness to conduct electoral operations	1.1 HNEC's voter registration system is based on SMS registration, including a card-generation component added in 2021. 1.2 In 2021, 2,862,147 million voters were included in the voter register. 2,483,647 million voters cards distributed (86%). Proportion of collected Voter Registration Cards is 86.6% Male/Female ratio. 1.3 In 2021, HNEC was 95% operationally ready to conduct elections (VR top-up conducted, operational plans developed, materials purchased, voter cards distributed, candidate	1.1 Enhanced integration with CRA database of HNEC's VR system and added security features introduced. 1.2. In case of a new VR top-up exercise, the list is expanded with at least 150,000 new voters. Voter card distribution is at least 2.7M. 1.3. HNEC preparedness and readiness for elections is at least 95% (electoral timeline/calendar in place, operational plans revised, VR top-up, preparations for ballot printing and OCV)	Firsthand reports; Training Evaluation forms and feedback. Second source reports. Official data and documents. Electoral observation reports Third party monitoring reports

Expected Outputs	Activity Results	Data Source	Indicators	Baseline	2024-2026 Targets	Data Collection Methods
	1.2.1 Support the development & operationalization of HNEC Operational Plan including staff training, both at HQ and field levels, on the operationalization of the plan 1.2.2 Support development and Implementation of HNEC Plan on Out-of-Country Voting (OCV) 1.3: Facilitate the procurement of sensitive and non-sensitive election material 1.3.1. Supporting HNEC with Procurement & logistics of electoral material (ballot boxes, printing of ballots, polling kits etc.) 1.3.2. Procurement of information technology and other equipment including computer hardware, computer software, licenses, servers, firewall, switches, RAM, ID card printers, call center license, etc. for HNEC. 1.3.3 Support HNEC quality control/inspection of election materials 1.3.4. Support development, operationalization, and update			nomination process opened, training in progress, ballot printing and OCV preparations halted, final candidate lists not published).		

Expected Outputs	Activity Results	Data Source	Indicators	Baseline	2024-2026 Targets	Data Collection Methods
	of HNEC Manual on Procurement and Logistics 1.3.5 Maintenance and security enhancement of HNEC HQ and field offices					
Output 2: Develop HNEC institutional and staff capacities to conduct electoral processes that are transparent, credible and that promote inclusive participation.	HNEC improved capacity for external communications through support to the HNEC Public Outreach and External Relations Units 2.1.1. Support the capacity of the HNEC Public Outreach 2.1.2 Support the development of a software to promote HNEC-Public Online Interface on voter education. Procurement of License and trainings 2.3: Trainings and workshops on thematic functions 2.3.1. Support to HNEC lesson learnt exercises and capacity building of HNEC. 2.4: Integrate ICT in the administrative and operational functions of the institution including in candidate nomination, results management and OCV	UNEST reports and briefings. HNEC reports Training programmes Lessons learnt exercises, Capacity needs assessments and evaluations	2.1. Capacity of HNEC's Management and ICT department to manage electoral ICT systems. 2.2 Capacity of HNEC's Public Outreach to promote transparent, credible, and inclusive participation. 2.3 International cooperation and regional learning sharing	2.1 In 2021, PEPOL supported HNEC with technical advice, and software systems to enhance and managed successfully the voter registration system, OCV platform, results reporting and audit system, and tally scanning. 2.2 HNEC's Public Outreach department draft strategy to benefit from revised and clear strategy for communication with the public. 2.3 PEPOL supports HNEC as actively participating member of association of Arab EMB	2.1 UNDP enhanced the capacity of HNEC to manage the electoral process with sound and transparent systems for voter registration, results, and audit, and tally scanning. 2.2 Public Outreach Department strategy is designed, approved, and implemented. Staff received training in media communications and other areas, according to identified needs. 2.3 HNEC engaged with Arab EMBs and other electoral entities and addressed common regional challenges and enhance inclusive participation in the process	First-hand and second source reports. Third party monitoring Electoral observation reports

Expected Outputs	Activity Results	Data Source	Indicators	Baseline	2024-2026 Targets	Data Collection Methods
	2.4.1 Render Technical Assistance to maintain and improve HNEC's Election Results Management System. Results management software system and deployment of contractor's experts for results tallying process; software verification of voters and results entry; transfer of knowledge. 2.4.2 Provide capacity building and training to HNEC's information systems department to improve capacity and understanding of electoral information systems. Activity 2.5: Learning, exposure and experience sharing through regional and south-south electoral experiences. 2.5.1 Facilitate HNEC learning opportunities with peer EMBs, regional and global bodies. 2.5.2 HNEC membership to the international electoral management bodies (EMBs) including Arab EMBs, Association of African Election Authorities (AAEA), Association of World Election Bodies (AWEB) and others.					

Expected Outputs	Activity Results	Data Source	Indicators	Baseline	2024-2026 Targets	Data Collection Methods
	Activity 2.6: Promote sustainability through effective coordination of electoral assistance					
Output 3: Promote public participation in electoral processes, particularly among vulnerable groups.	HNEC successful engagement with CSOs and other national stakeholders including representatives of vulnerable groups.	Voter turnout, including women and vulnerable groups	3.1 % Voter turnout	3.1 62% Turnout in 2012 GNC elections: 62% (female turnout 38%), 2014 CDA elections: 46% (female turnout 33.4%), 2014 HoR elections: 41% (female turnout 31%)	3.1. 62% In case of elections, turnout is at least at same level as 2012 elections (62%). Female turnout is 50%	First-hand and second source reports. Third party monitoring Observation reports
	3.1.1 Support HNEC and/ or Civil Society to promote voter education in Libya with respect to women, youth, People with Disabilities (PWDs) and marginalized communities. 3.1.2 Support initiatives and networks to strengthen the participation of women and youth in electoral processes and enhance their understanding of elections. Activity 3.2: Engage civil society, media, and other stakeholders to support the design, development and implementation of inclusive voter education and awareness campaigns and materials. 3.2.1 Production and dissemination of voter education campaigns and materials, including audience		3.2 % of Women participation in electoral processes (registered voters, voter turnout, candidates) 3.3 Initiatives undertaken by HNEC Gender and Disability units supported by PEPOL	3.2 44% Following 2021 VR top-up, 44% women are registered as voter. 3.3 PEPOL supported HNEC Gender Unit with the organization of Webinars to enhance women participation	3.2. 50% In case of VR exercise, 50% of new voters are women. 3.3 PEPOL supported HNEC Unit with gender mainstreaming activities and initiatives	

Expected Outputs	Activity Results	Data Source	Indicators	Baseline	2024-2026 Targets	Data Collection Methods
	specific materials on the electoral process. Production and printing of material and other related support 3.2.2 Support initiatives and actors on voter education (e.g., development of curriculum for M/o Education on voter education. Activity 3.3: Generate data and analysis on electoral issues. 3.3.1 Support to HNEC for electoral mapping exercises 3.3.2 Assistance to HNEC on social media platforms (Meta, X and regional representation) Activity 3.4: Support and advocate for the strengthening participation of women, youth, and persons with disabilities in elections 3.4.1 Support development of a policy for inclusion of women, youth, and people with disabilities for their participation in electoral participation 3.4.2 Support to HNEC to develop tools for enhancing women, youth, and people with					

Expected Outputs	Activity Results	Data Source	Indicators	Baseline	2024-2026 Targets	Data Collection Methods
	disabilities participation in elections, including addressing electoral violence and obstacles.					
OUTPUT 4: Raise electoral awareness of local partners and institutions, enabling them to perform their roles effectively.	HNEC's legal department strengthened to contribute to legislation, draft regulations, and procedures. 4.1.1 Support HNEC to draft procedures and regulations on elections & facilitate HNEC liaison with HoR and other relevant partners on law-making as it relates to the electoral process. Activity 4.2: Develop codes of conduct for key electoral stakeholders. 4.2.1 Support HNEC with post-elections lessons learnt exercises with key electoral stakeholders including political parties. 4.2.2 Provide technical assistance to develop and implement codes of conduct for political parties, candidates, media, observers, etc.; and support HNEC stakeholder engagement.	Observation reports Official reports Partners feedback	4.1 Legal framework for elections 4.2 Inclusive Codes of Conduct 4.3 Mechanisms for addressing misinformation and hate speech.	4.1. 2021 Electoral Laws did not have constitutional basis and lacked wider political buy-in. In 2012 and 2014, elections were based on a draft Constitution and ad hoc legislation. 4.2. HNEC developed a Code of Conduct for women participation in elections and prevention of electoral violence. 4.3 A Trusted Partner relationship with Facebook allows for expedited response to reports of misinformation and hate speech.	4.1. Revised electoral laws have inclusive political buy-in and constitutional basis. 4.2 Gender components are integrated in Code of Conducts for candidates, agents, observers, polling staff, etc. 4.3 HNEC develops platforms and tools to identify, prevent and mitigate the impact of misinformation and hate speech on elections.	First-hand and second source reports. Third party monitoring Observation reports

Expected Outputs	Activity Results	Data Source	Indicators	Baseline	2024-2026 Targets	Data Collection Methods
	Activity 4.3: Generate information, data and analysis, and the integration of relevant tools for the prevention of electoral violence and addressing misinformation. 4.3.1. Support to platforms and tools to address fake news and hate speech in elections. Online platforms, procurement, software development and training (E-monitoring, surveys)					
Output 5: Technical Assistance and Project Management Support	Staffing: Project effectively managed and successful support provided in planning, implementation, coordination, operations management, administration, budget and financial management, reporting, M&E, audit, spot checks etc.	Progress reports, Audits	0	2022-23	Sound implementation of the agreed Work Plan and responsible resource management	Firsthand and second source reports. Third party monitoring

5. Monitoring and Evaluation Plan

Report/ Activity	Description	Frequency	Expected Actions
Monitoring and Reporting			
Annual Work Plan	Project objectives, plan of action and budget are elaborated.	Annually	- Objectives and plans are described. - Plan of action is elaborated in a quantitative/qualitative results framework. - Budgetary requirements are elaborated. - The document serves as a guide to project staff and means of accountability to donors and stakeholders.
PEPOL Update	PEPOL Advisors share narrative updates of their work, including figures/qualitative indicators, where available/relevant.	Monthly	- Data is recorded in the Results Framework. - Challenges are identified, documented, analyzed, and addressed. - Where necessary, activities are adjusted to realize intended results more effectively. - Donors are informed.
Annual Project Report	Project indicators are collated, progress is assessed, effectiveness of inputs and outcomes is evaluated, and the annual project work plan is revised accordingly.	Annually	- Effectiveness of interventions is assessed and elaborated. - Observations, experience, and lessons learned are gathered to inform future planning. - Donors are informed and engaged. - Project work plan is adjusted to reflect progress, contextual changes and lessons learned.
Mid-Term Review	Project efficiency is evaluated by a third party.	Date TBC	- Project inputs/outcomes and impact are evaluated for efficiency. - Stakeholders provide qualitative insights. - Review provides practical recommendations for improvement.
Final Project Report	Project inputs, outcomes and impact are evaluated.	End of Project	- Project inputs/outcomes and impact are evaluated for efficiency and conformance with annual work plan. - Report serves as both a tool for learning and an accountability measure.
Engagement and Revision			
UN Electoral Needs	UN Electoral Assistance Division conducts an independent assessment.	Annually	- Context and needs are assessed. - Assessment informs project planning. - Interventions are adapted, where required.

Assessment Mission			
Project Board Meeting	Project Board reviews progress and challenges.	Annually	– Progress and challenges are elaborated. – Contextual priorities are considered, potential risks/concerns are raised and addressed.
Lessons Learned Exercise	HNEC and electoral stakeholders are engaged to identify and discuss experiences, observations and lessons learned throughout the conduct of electoral preparations, with a view to improve electoral support.	Post-Election	– Stakeholders are engaged to consider their work and to better understand both challenges and successes. – Recommendations are used to inform and strengthen future project interventions.
Risk Management			
Matrix Update	Project updates, reviews and revises risk matrix, as necessary.	Quarterly	– Risk matrix is revised, and mitigation measures adjusted as necessary.

Evaluation Plan

Evaluation Title	Partners	Planned Completion Date	Key Evaluation Stakeholders	Cost (in USD)
End of Project evaluation	UN, donors, stakeholders, HNEC	Post elections	All electoral stakeholders	40,000

6. Risk Analysis

While numerous risks and challenges can be identified, the top key risks related to the electoral process include:

1. **Electoral legal framework:** Significant delays on the electoral legal framework due to protracted political discussions could seriously affect the required timeline for the HNEC to implement the elections as per the schedule.
2. **"Politicization" of electoral process:** Political stalemates seriously undermine the HNEC's implementation capacity
3. **Security:** If electoral security would jeopardize electoral operations, certain areas/groups face exclusion in their representation.
4. **Voter registration/turnout:** An inclusive and effective voter register enhances the planning, integrity, and credibility of the elections. HNEC strengthened the transparency of the voter register by the distribution of voter cards.

Risk Description	Type	Probability/ Impact ³	Countermeasures/ Management Response
Political instability, lack of political will, low political capacity, or conflicts jeopardize the electoral process.	Political/ Strategic	P – 2 1 – 4	– Close coordination with UNSMIL and other key international actors on political developments. – Close coordination with security sector on electoral security.
Constitution and/or legal electoral framework is not accepted stakeholders, affecting the credibility of the process and/or acceptance of results.	Political/ Regulatory	P – 2 1 – 4	– The Special Representative to the UN Secretary-General on Libya and the Libyan Mission is supporting the wider political process, including the resolution of outstanding challenges. – PEPOL provides specialized international advice on electoral systems, equipping the HNEC to support law makers.
Delays in the electoral calendar, allegations, misinformation, or other influencing factors negatively affect confidence in the HNEC and/or the electoral process.	Social/ Information	P – 4 1 – 2	– Enhanced support to HNEC Public Outreach and External relations departments will include strengthened cyber security and increased transparency and proactive information-sharing.

³ Scale of 1 – 5, with 1 as lowest and 5 as highest

Mis/disinformation and/or hate speech magnifies divisions and stimulates violence.	Social/ Information	P – 3 I – 3	– UNEST has a Trusted Partnership status with Facebook and is working to more swiftly identify and address misinformation. – PEPOL will complement these efforts with interventions including public information campaigns and media training. – HNEC call center staff will receive training to address queries related to gender and electoral violence.
Mis/disinformation is used to undermine the credibility of election results.	Social/ Information	P – 3 I – 4	– UNEST has a Trusted Partnership status with Facebook and is working to more swiftly identify and address misinformation.
Security conditions affect the ability of UN advisors to work closely with relevant stakeholders.	Environmental/ Security	P – 2 I – 3	– Alternative means of communication, including videoconferencing are employed. – Security measures are enhanced at the HNEC.
Inadequate funding compromises long-term sustainability of electoral processes.	Financial	P – 4 I – 4	– UNEST/PEPOL supports HNEC with development of electoral budget and appeals for adequate funding. – PEPOL promotes support for a full electoral cycle, to ensure continuous and sustainable institution building and the cultivation of a conducive electoral environment.
Electoral processes fail to realize gender equality or to adequately promote inclusivity.	Social/ Strategic	P – 2 I – 3	– PEPOL advocates for women inclusivity at every level, including legal and institutional frameworks, equitable human resources and visibility, protective/proactive policies. – All project activities include gender components and require quantitative, gender-disaggregated reporting. – Output 3 is specifically designed to promote inclusivity. – PEPOL coordinates with UN and other partners on complementary and joint initiatives.
Implementation of the project is delayed.	Political/ Security	P – 3 I – 3	– A primary objective of the project is to create sustainable change – envisaging an election commission that is ultimately capable and equipped to conduct elections independently, at any time. – As a result of project achievements in 2021, all election material is in Libya with distribution plan in place; training of staff is well underway, and operational plans can be adjusted to reflect changes in electoral framework.

			– The non-operational phase of the electoral cycle provides an important opportunity to cultivate a conducive electoral environment – engaging civil society, improving understanding of elections and democratic principles, promoting inclusivity, and addressing misinformation and hate speech.
Project implementation is affected by fraud and/or corruption.	Political/ Operational	P – 3 I – 3	– The Special Representative to the UN Secretary-General on Libya and the Libyan Mission is supporting the wider political process, building consensus across political groups, interests, and alliances. – PEPOL supports HNEC to advise law makers and to strengthen legal electoral framework; design policies and regulations; and to develop electoral dispute resolution mechanisms. – Within the HNEC, the close working relationship between HNEC staff and their UNEST advisors provides an extra level of monitoring and accountability.

7. Communication and Visibility Plan

This Communication and Visibility Plan provides a framework for effective communication and visibility of contributing donors of electoral support, through the Promoting Elections for the People of Libya (PEPOL) project. As guiding principles

- All communication and visibility activities will be implemented in accordance with UNDP standard guidelines.
- In accordance with the UNDP principles communication and visibility activities may be adapted or limited to accommodate the nature of the project. Fundamentally, electoral support respects national sovereignty⁴, is Libyan-owned and led, and recognizes the political sensitivity of electoral operations. As such, PEPOL communications prioritize the visibility of national actors and institutions, underscoring their authority, capacity, and responsibility to plan and conduct elections, independently. Conversely, all precautions are taken to reduce the risk of misinformation or misperceptions.⁵

STRATEGIC MESSAGING

Planning and conducting effective and peaceful democratic elections requires support for the electoral process and confidence in the institutions responsible to manage it. Messages are tailored to specific audiences and delivered in ways that contribute to the achievement of that end.

MESSAGE DELIVERY			
AUDIENCE	OBJECTIVE	MESSAGES	DELIVERY
Libya	Support a peaceful transfer of national leadership.	UNDP, in coordination with UNSMIL, and donors including the donors support the right of Libyan people to determine their own leadership.	Where appropriate and agreed with national partners, the donors may be represented in electoral events, meetings, press conferences and news releases.
		UNDP, in coordination with UNSMIL, and donors including the donors support the humanitarian benefits extending from democratic electoral processes.	
		UNDP, in coordination with UNSMIL, and donors including the donors support the capacity of HNEC to plan and conduct elections	
		UNDP, in coordination with UNSMIL, and donors including the donors support the Libyan people to realize a peaceful transfer of national leadership.	
Donors	Make known the contribution of the Donors and its value.	UNDP and the donors are committed to advancing peace and security, human rights, and development.	UNDP/PEPOL will provide the donors with regular information-updates that may be

⁴ The principle of national sovereignty is stipulated in the [Libya Political Agreement](#) and a core objective of the [Roadmap for the Preparatory Phase of Comprehensive Solution](#). It is articulated in the conclusions of the [Berlin Conference](#); and reaffirmed in [UN Security Council Resolution 2570/2021](#); and is a core tenet of PEPOL project implementation.

⁵ International flags, emblems and logos will not appear on voter information materials, on election materials, in or around polling centers, or where elections news or results are being announced.

		PEPOL gives technical support to Libya's High National Elections Commission, as it prepares and conducts elections. By extension, the project supports peace, stability, and sustainable development.	repackaged for domestic audiences. Where appropriate and agreed, UNDP/PEPOL may feature/mention and/or tag the donors in social media posts. UNDP/PEPOL project reports will include donors' emblems and acknowledge their contribution.
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COMMUNICATION AND VISIBILITY PRODUCTS AND EVENTS			
MEDIUM	PRODUCTS	CONTENT	VISIBILITY COMPONENTS
Reports	Annual and final project reports	Monitoring and evaluation of implementation and outcomes of the donors co-financed PEPOL project	Donor partners emblem on cover page. Donors financial contributions, including those received from donors, are elaborated in annual and final project reports
	Monthly project updates/ newsletters	Narrative reports of progress toward project goals	Donor's emblem appears in the header or footer alongside other donors
Digital/Print Materials	Interactive/ printable project fact sheets and other information materials	Clear, concise elaboration of project goals, activities, impacts, and the role of the donors	Donors emblem appears on product alongside other donors
News Releases	Significant or "newsworthy" electoral milestones shared with the broader public	Mention/elaboration of donors partners support, where relevant/appropriate	Donor partners support is acknowledged. Quote from donor partners representative is included, where appropriate
Press Conferences/ Media Events	Project supporters are present at significant or "newsworthy" electoral events or milestones, shared with the broader public.	Opportunities are identified for the donor partners to be represented in association with electoral support events (including national and beneficiary institutions, UN and UNDP representatives, and other key stakeholders)	Donor partners support is acknowledged. Donor partners are represented, in person or through photo/audio/video bytes, where appropriate
Awareness-Raising Events	Donor partners and UNDP partnership is showcased for the public, and to project supporters, who are specifically invited and	Opportunities are identified to showcase Donors-UNDP partnership in support of the electoral process in Libya.	Donor partner support is acknowledged, and donors emblem applied. Donors and UNDP partnership is showcased through the JTF

Social Media	General public observes action toward, international support for a peaceful, credible transition of national leadership	Project activities and electoral milestones are showcased	Donor partners are mentioned or tagged on UNDP Libya posts, where appropriate/agreed. Donors content is liked/shared by UNDP Libya, where appropriate/agreed
UNDP Project Website	General public and donors access project information through the online dedicated project website	Showcase project activities and updates; and elaborate donor partners support, where relevant/appropriate Provide a repository of project materials for access by donor partners. Narrative and photographic content will be produced and showcased on the website	Donor partners support is acknowledged including through donors emblem on dedicated project website donors representatives are involved as interviewees for video/audio content produced and showcased.

8. Multi-year Work Plan (2018-2026)

Attached as Annex-I & II.

Attached as Annex- III- FY26 revised Activity plan

Attached as Annex- IV- FY26 Workplan