



Empowered lives.
Resilient nations.

PROJECT DOCUMENT

Libya

Project Title: Local Elections

Project Number: 110640

Length of Project: April 2018 - December 2022

PAC Meeting date: May 2021

Brief Description

With an overall goal of building the capacity of Libya's transitional governance structures and facilitating citizens' participation in democratic processes, this project is designed to continue its support to Libya in holding municipal council elections in 2021 and 2022. Through support to the Central Committee for Municipal Council Elections (CCMCE), the designated body responsible for Local Elections, the project will contribute to the timely planning, preparation and conduct of inclusive and peaceful municipal elections across Libya. Direct support to newly elected councils shall increase citizens' participation in between elections to boost interest in local governance and local democratic processes. The project extension will be implemented by UNDP under the overall guidance of the UNSMIL and within the context of the integrated UN Electoral Assistance Team, and under the leadership of a Chief Technical Advisor (CTA). The support will focus on the following specific areas of electoral assistance:

Output 1: Support to the planning and implementation of credible election operations including voter registration

- Activity 1.1: Technical advice and support on inclusive voter registration
- Activity 1.2: Facilitate procurement and deployment of sensitive and non-sensitive election materials
- Activity 1.3: Support to the overall election operational planning and implementation
- Activity 1.4: Capacity Building for CCMCE

Output 2: Facilitate democratic participation before and in between elections through voter and civic education / awareness raising activities

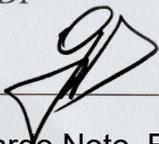
- Activity 2.1: Facilitate the development and implementation of CCMCE's voter and civic education strategy on the promotion of peaceful, inclusive and credible electoral processes
- Activity 2.2: Support to and engage with civil society organizations and other electoral stakeholders in support of municipal council elections, peaceful and inclusive and gender-responsive electoral processes
- Activity 2.3: Post-election initiative in support of democratically elected municipal councils to build capacity for inclusive representation & promoting peace and stability in the municipalities

Implementing partner	UNDP
Main beneficiary	Central Committee for Municipal Council Elections (CCMCE)
Donor partners	Germany, Government of Libya, France, Italy, United Kingdom
Initial project duration	Two years (30 April 2018- 31 March 2020)
Project extension	Two years (1 May 2020 - 31 December 2022)

Resources 2018 - 2020	Project Budget	USD 5,967,100.68
Remaining '21	Project Budget	USD 570,334.00
Estimated Required Resources 2021 - 2022	Project Budget	USD 9,802,701.83
Allocated resources	CCMCE	USD 1,234,280.91
	Germany	USD 2,331,543.56
	France	USD 355,808.01
	Italy	USD 948,844.88
	United Kingdom	USD 1,197,069.96
	Funding gap	USD 9,232,367,83
	UNDP/UNSMIL	In-kind: UNSMIL advisors

Agreed by (signatures)

UNDP



Gerardo Noto, Resident Representative

28-01-2021

CCMCE
28/01/2021


Development Challenge and Situation Analysis:

Following more than 40 years of rule by Colonel Muammar Gaddafi, the revolution in 2011 that led to his overthrow and the subsequent conflict has severely impacted both the political and economic conditions affecting the macro-stability of the country, and the lives and livelihood of the Libyan people. The creation of democratic institutions in the immediate post-revolution period with the election on 7 July 2012 of the General National Congress (GNC) could not contribute in a sustainable settlement of Libya's post-revolution period. Two subsequent electoral events were expected: a constitutional referendum and general parliamentary and presidential elections, in accordance with the provisions in the interim Constitutional Declaration issued on 3 August 2011. Instead, amidst public protests, the GNC extended its own mandate and voted to directly elect a constitution drafting body. The Constitution Drafting Assembly election took place on 20 February 2014 amidst violence and boycott by some minority groups on the basis of unfair representation. In March 2014, the GNC approved the seventh amendment to the constitutional declaration for the election of a new legislative body, the House of Representatives (HoR). The parliamentary election took place on 25 July 2014 with 42% turnout. While the international community welcomed the election results, the Supreme Court, in November 2014, ruled that the seventh amendment is unconstitutional and that the HoR was an invalid body and as a result the GNC claimed to remain in office.

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

The Berlin conference of January 2020 – with conference resolutions endorsed by the Security Council in Resolution 2510 on 10 February 2020 - with the three tracks, political, economic and military, established a comprehensive negotiation framework. It received wide international and regional support. Obscured behind the intense fighting in and around Tripoli during the first half of 2020 leading to a gradual withdraw of the LNA to Sirte, the different tracks made progress with the military 5+5 negotiations' breakthrough in October 2020, of a cease-fire agreement, motivating the success of the political track, the Libyan Political Dialogue Forum (LPDF). The LPDF untied for the first time in Tunis early November 2020 and decided a roadmap towards national elections until 24 December 2021 and a mandate for a unified new interim government. Following several months of virtual meetings, the LPDF finally agreed on the mechanism to elect a unified government and met again in Geneva from 1-5 February 2021 and elected a three-member Presidential Council as well as a Prime Minister. Simultaneously, the national institutions of the High State Council (HSC) and the HoR united in the context of the LPDF's legal committee, to agree on the constitutional framework for national elections until 24 December.

Municipal Council Elections

In 2012, the GNA approved law 59 on decentralization, which created the Central Committee for Municipal Council Elections (CCMCE) as a separate Electoral Management Body (EMB), independent in action, however under the overall umbrella of the Ministry of Local Government (MoLG). By 2015, 92 municipalities held local elections. Most of the municipal councils were well accepted by their communities during a period of unresolved conflict on the national level. Municipal councils were increasingly seen as relevant players in Libya in addition to their significant role in service delivery to the citizens despite their

challenges related to the lack of implementation of the decentralization process. The terms of office for many councils came to an end in 2018/2019, but the CCMCE, due to considerable financial constraints, and an unstable legal framework, could only gradually undertake the mandate renewal of councils.¹

Since 2018, the CCMCE conducted 41 first- and second-generation municipal council elections. In 2018, CCMCE focused on three first-generation elections in Derj, Zawiya and Beni Waleed, municipalities with security issues during 2014. In 2019, during March and April, the Committee was able to run 22 second-generation elections in Southern and Western municipalities during the new outbreak of conflict, but could not conclude its electoral schedule due to security issues. Later, between June 2019 and March 2020, CCMCE's activities were on hold due to the cancellation of the newly introduced regulation 18/2019 governing council elections. Following decision 6/2020 to re-establish the legal electoral framework, and following the needed adaptations of the electoral procedures to introduce precautionary measures in relation to the outbreak of the COVID-19 pandemic, another 17 council elections were held between August 2020 and February 2021, including in four municipalities of Tripoli.

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

The upcoming period 2021 and 2022 is expected to be a period of change for the CCMCE. The transitional Constitution and existing laws call for elections of municipal councils. While the draft Constitution attributes the conduct of local elections to the High National Elections Commission (HNEC), (Art. 157), CCMCE has been operating under law Nr. 59/2012 with its mandate to prepare and conduct all municipal council elections. Even after an adoption of a Constitution, national laws and regulations will need to be decided accordingly before a new institutional framework for local elections through the HNEC can be fully implemented. It requires a functioning House of Representative (HoR) to tackle the new legal framework for the HNEC and local elections to be conducted under its umbrella. The HNEC will also need to fully focus in 2021 on the preparation of national elections on 24 December 2021, a Libya wide accepted election date. As mandate renewal of councils remains a legal obligation for Libya while, at the same time, many citizens desire a renewal of their long-serving councils, it is expected that the CCMCE will continue the second-generation council elections - of which 65 remain to be concluded - mostly within 2021.

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

¹ According to Law No.59 municipal elections are to be conducted within sixty days of the expiration of their four-year mandates.

Holding of local elections and the support envisaged through this project including the engagement of newly elected municipal councils are in line with the Sustainable Development Goals (SDGs), and in particular, SDG Goal 16, which calls on Member States to “Promote peaceful and inclusive societies for sustainable development, provide access to justice for all, and build effective, accountable, and inclusive institutions at all levels”. This is particularly relevant in the Libyan context and sets the basis for UNDP’s electoral programming. Target 6 of SDG 16 commits to “develop effective, accountable and transparent institutions at all levels” while Target 7 sets to “ensure responsive, inclusive, participatory and representative decision-making at all levels”. These goals recognize and demonstrate the importance of strengthening participatory, inclusive, and accountable decision-making and institutions for the achievement of peaceful and sustainable development outcomes. In addition, through its interventions on voter and civic education, the project also contributes to SDG 5 on the full and effective participation of women in political processes.

II. STRATEGY

The project is in line with the UN Strategic Framework for Libya 2019-2020, contributing to the national vision/goal of building government institutions capable of influencing and contributing effectively to sustainable development and the national objective of establishment the concept of citizenship and elections. Per recommendations of the Desk Review, the project objective is to support the Central Committee for Municipal Council Elections, and other stakeholders, in the holding of the upcoming municipal elections.

The project will focus on two specific outputs: a) direct support to CCMCE in the operational planning and implementation, and b) support and engagement with CCMCE and other relevant stakeholders including newly elected municipal councils on awareness raising and voter and civic education for local democratic processes and institutions. The latter will require direct engagement with civil society organizations engaged in voter and civic education efforts.

Key guiding principles

National ownership

To ensure national ownership, the project is designed and guided by the needs of the Central Committee for Municipal Council Elections as expressed by the Committee. The project implementation arrangements include a project board that focuses on policy issues and approves annual workplans; the CCMCE is a member of this board.

Sustainability

While the current project is limited in time and defined in its scope, it will be implemented in such a way as to ensure sustainability of the capacities built and the interventions supported. The overall objective of the project contributes to the national vision/goal of building state institutions capable of influencing and contributing effectively to sustainable development and the national objective of establishing the concept of citizenship and elections. The UN in Libya has a demonstrated track record of success in supporting sustainability in electoral assistance, including to the CCMCE as well as the HNEC. During implementation, the project will invest in and build on and develop the

CCMCE's existing resources –people, skills, technologies– to ensure that interventions are designed to promote sustainable development. The advice and support to the national institutions will take into consideration the long-term development of electoral capacity and sustainability.

Coordination and collaboration with bilateral efforts

There is strong international interest in support of the municipal elections including from other electoral assistance implementing partners. Effective coordination will help avoid duplication of activities, will allow for more targeted interventions, and help direct activities to thematic or geographic areas, which are not or not sufficiently covered. Therefore, efforts will be taken to synchronize efforts under the UN's mandated role of coordination of electoral assistance. Under the auspices of the SRSB and supported by the UNSMIL electoral assistance team, the UN will continue the coordination efforts at both the technical and policy level.

Integrated UN support

The project will be implemented under the overall leadership of the chief technical advisor, who works in close coordination with UNSMIL's chief electoral advisor of the integrated UN Electoral Assistance Support Team. The project team will be supported by UN and UNDP experts from HQ, the UNDP regional hub in Jordan, the EC-UNDP Joint Task Force on electoral assistance in Belgium, and the UNDP's electoral procurement team in the Office of Sourcing and Operations in Denmark, as needed.

Coordination with HNEC

Under the leadership of the UNSMIL chief electoral advisor that oversees the electoral assistance rendered to the High National Elections Commission of Libya (HNEC), and the UNDP chief technical advisor that oversees the assistance provided to the CCMCE, efforts will be taken to ensure coordination between the two bodies, particularly in areas of possible overlap, such as timing of voter registration, polling, and the use of resources such as polling facilities and required staffing.

Flexibility

Recognizing the challenges posed to development in the post-conflict Libya context, there is need for flexibility and the ability to adapt the project to the evolving situation in the country. Through quarterly planning processes, the project partners have opportunities to review and refine the activities of the project as well as its implementation strategies to ensure the support is continuously adapted to the rapidly evolving context of Libya's transition. This also requires that all parties to the project including development partners remain flexible and allow the project to evolve in tandem with the Libya's strategic plans. Any changes to the scope and timeframe of the project will require consultation with the UN's Electoral Affairs Division (EAD).

Key partners

The key partner of the project is the Central Committee for Municipal Council Elections (CCMCE) as the primary beneficiary of the project. The project also works with newly elected municipal councils and with civil society organizations and other entities supporting the electoral processes and awareness raising activities for local democratic processes and institutions. A key technical partner is the Civil Registry Authority, which provides access to the core civil registration data including the National Number, which is the basis for the Voter Registration System.

The project will benefit from the partnerships already established through UNSMIL including its partnership with the HNEC. UNSMIL is also engaged in close cooperation and collaboration with other international agencies implementing electoral assistance. These include the International Foundation for Electoral Systems (IFES), the National Democratic Institute (NDI), as well as International IDEA, among others.

III. PROJECT RESULTS AND PARTNERSHIPS

- National priority:** Organize regular local elections and provide support to CCMCE, newly elected councils and civil society organizations
- CPD outcome 1:** The active participation of citizens in the democratic transition of their nation is facilitated
- Project goal:** CCMCE's capacity to prepare for and administer municipal elections is supported

The current project has been discussed and developed with relevant national counterparts. Four Project Board meetings were held since the start of the project, during which the project's policy direction and project adaptations and extensions were discussed and approved. The project will continue to contribute toward Libya's overall interim goal to undertake immediate critical actions, which lay the groundwork for the implementation of local elections and citizens' democratic participation during the transition period and beyond. The project will continue to focus on achieving two important outputs:

Output 1: Support to the inclusive planning and implementation of credible election operations including voter registration

Through this output, the project will support the CCMCE in preparing, planning and implementing credible election operations for the holding of municipal council elections. This support will be focused primarily on electoral activities including to the voter registration system and operations, the conduct of electoral events, and on boosting the capacity of the committee including in procurement and logistics, as well as the establishment of linkages and cooperation between the Committee and HNEC.

Activity 1.1: Technical advice and support on inclusive voter registration (VR)

In support of the voter registration process necessary for the holding of upcoming municipal council elections, the project will continue to provide technical advice and support to the CCMCE during the planning and implementation of the voter registration operations. The advisory support on voter registration will:

- Facilitate the identification of technology needs for a possible voter registration update
- Provide advice and support and facilitate upgrading the VR system
- Support consultations, cooperation and coordination with all relevant stakeholders involved in VR operations
- Support public awareness campaigns on voter registration
- Support CCMCE's civic and voter education strategy through the development of inclusive and gender-responsive voter education outreach programs
- Facilitate cooperation between CCMCE and the HNEC on voter registration

Activity 1.2: Facilitate the procurement and deployment of sensitive and non-sensitive election materials

A key area of support requested by the CCMCE is the procurement of sensitive and non-sensitive electoral materials. Through advice on planning, the identification of procurement needs, and the development of specifications, the project will also contribute to building the procurement capacity of CCMCE staff to be able to carry out these activities independently in the future. Support will be provided for the procurement of:

- Identify and procure international standard polling equipment, required to conduct the elections, including non-sensitive polling equipment such as ballot boxes and polling station kits, etc. and sensitive electoral items such as ballot papers and indelible ink

Activity 1.3: Support to the overall election operational planning and implementation

Given the current financial situation in Libya, the context in which these elections have taken and will take place and, as a result, the limited capacity of the CCMCE, the need for technical support remains significant. Under the scope of the support to be provided, this activity focuses on providing the necessary technical support for the planning and implementation of the committee's election operations overall. The support will focus, among others, on specific areas such as inclusive and gender-responsive planning, operational readiness, training at different levels including sub-committees and polling stations staff, legal and procedural advice, electoral security, election day activities and results management systems. Specific support under this activity will include:

- Advice on operational and budgetary planning
- Advice and support in equipping the CCMCE HQ for operational readiness
- Advice and support the development and implementation of sound regulations for the campaign period and for media monitoring
- Advice and support on electoral security and electoral conflict prevention
- Advice and support on the gender composition of polling staff and their training procedures, the production and distribution of training manuals and the implementation of the cascade training for polling
- Develop plans and measures for and support the secure delivery of materials, storage and polling locations, at local, central and state levels
- Advice and support on the design and implementation of a robust, secure and timely results management system
- Facilitate broad inclusive and gender-responsive stakeholder consultations throughout the election period
- Post-election lesson learning exercises, including feedback on inclusiveness and gender equality considerations related to election planning, logistics and operations (e.g., voter registration and polling day arrangements)

Activity 1.4: Support CCMCE's capacity building & facilitate close cooperation with HNEC

- Conduct capacity building activities in different areas of electoral expertise;
- Strengthen the institutional capacity of the CCMCE Board to increase effective management of the CCMCE at the Project Board level
- Facilitate lessons learned conference on conducting credible local elections with electoral stakeholders from the Arab regions for experience sharing

- Facilitate CCMCE – HNEC relationship including preparations to merge with CCMCE from a legal and operational point of view, in case the constitutional referendum is approved

Output 2: Facilitate democratic participation before and in between elections through voter and civic education / awareness raising activities

An aware and informed voter is critical to sustaining peace and moving state formation forward. Recognizing the limited public knowledge in Libya on the rights and obligations of voters regarding council elections and the mandate of municipal councils, the project envisions strong support to civic and voter education as well as peace building efforts of both the CCMCE, councils and other electoral stakeholders. This output will focus on supporting CCMCE in further refining the voter education strategy and action plan for the municipal council elections, as well as work with newly elected municipal councils and civil society organizations and other key stakeholders to increase citizens' knowledge and awareness of the importance of local elections, the electoral process and their importance in participating in democratic processes including within an electoral cycle in between elections. The Post-Election-Initiative under this project addresses the apparent lack of information, knowledge and interest of the citizens about the function and work of their councils, despite the importance and relevance of local governance level for the daily needs of citizens. Boosting interest and knowledge in understanding the councils' work and facilitating the councils' engagement with the citizens through an improved communication and outreach capacity shall contribute to increase citizens' participation in democratic processes in between and during the local elections. The activities under this output have a particular focus on the participation of women, youth, differently-abled persons and other vulnerable groups.

Activity 2.1: Facilitate the development and implementation of CCMCE's voter and civic education strategy on the promotion of peaceful, inclusive and credible electoral processes

- Provide advice to CCMCE staff on the main elements of an effective voter education programme, and guide its implementation
- Advocate for and raise awareness on inclusive and gender responsive planning and implementation at all stages of the electoral process
- Provide training and expertise in developing and producing voter education materials for inclusive, informed and ethical participation, to improve voter awareness of electoral procedures
- Advocate for the prioritization of the participation of women, youth, differently-abled persons and other vulnerable groups in the municipal council elections
- Support CCMCE's coordination of stakeholders engaged in civic and voter education
- Advise and support the production and dissemination of inclusive and gender-responsive voter education campaigns and materials on the voter registration process, voting process and the overall electoral process
- Support the production and dissemination of inclusive national campaigns on the importance of voting and turnout
- Provide advice on and support the production of television and radio spots on voter and civic education messaging

Activity 2.2: Support to and engage with civil society organizations and other electoral stakeholders in support of municipal council elections, peaceful, inclusive and gender-responsive electoral processes

- Advocate for national and international support to civil society organizations (CSOs) working on democracy and election observation
- Support CSOs to develop inclusive, peaceful and gender-responsive awareness and outreach campaigns in coordination with the CCMCE for the promotion of electoral values and principles and to enhance participation
- Advice and support the development of sound observer accreditation process
- Support CSO initiatives that prioritize the participation of women, youth, differently-abled persons and other vulnerable groups, especially in areas with low voter registration or turnout rates among the said groups
- Raise awareness of the role and functions of institutions - on local / municipal level vis-à-vis national institutions to increase key stakeholders' and people's awareness on democratic institutions and practices
- Support CSO initiatives to collect data on candidate lists, analyse media coverage of women, run workshops for female candidates or aspirant candidates and publicly give feedback and affirmation where women are being disadvantaged
- Support CSOs to provide feedback on gender equality considerations related to election planning, logistics and operations (e.g., voter registration and polling day arrangements)

Activity 2.3: Post-election initiative in support of democratically elected municipal councils to build capacity for inclusive representation & promoting peace and stability in the municipalities

- Facilitate and promote the concept of inclusive representation and community outreach including community decision making by newly elected councils to promote a closer council – citizen relationship
- Advise and build capacity in communication and civic education towards inclusive citizens' participation during the four-year-council mandate, and advise, and provide tools to facilitate such communication
- Provide advice and build capacity in relevant fields of expertise to assist councils to render a more effective service to citizens
- Support municipal councils before and after elections to establish consultative processes / fora / intra-community platforms on inclusion and peace-building at community level
- Establish mechanisms to mitigate post-electoral conflicts, incorporating peace building elements into institutional development
- Ensure coordination and synergies in the support to municipal councils among development partners and create new opportunities in the support to municipal councils, providing platforms for building partnerships

IV. PROJECT MANAGEMENT AND IMPLEMENTATION ARRANGEMENTS

Project Board

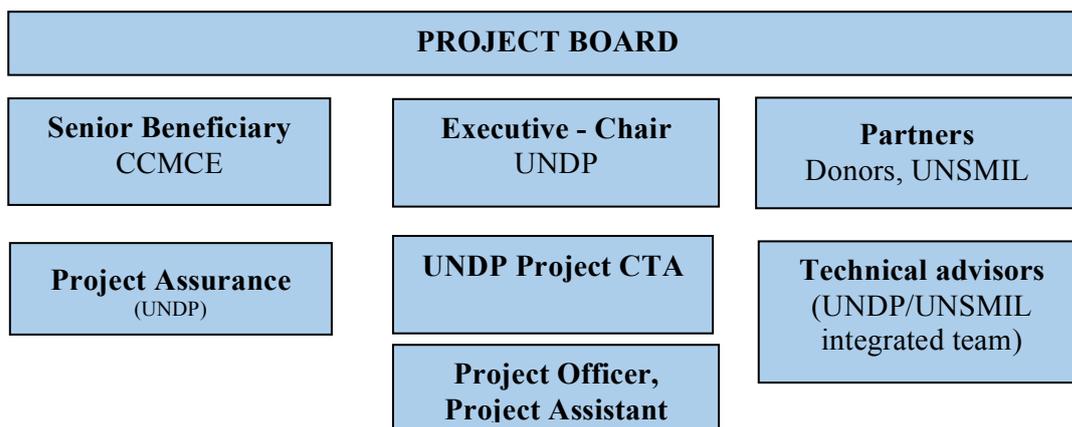
The Project Board is an oversight and advisory body, representing the highest body for coordination, strategic guidance, oversight and quality assurance; it shall make decisions by-consensus. The body will facilitate collaboration between UNDP, CCMCE and other potential donors for the implementation of the Project. The Project Board will review and endorse the Annual Work Plans (AWPs), will provide strategic direction and oversight, will review implementation progress, and will review narrative and financial progress reports.

In order to ensure UNDP's ultimate accountability, the Project Board decisions shall ensure best value to money, fairness, integrity, transparency and effective international competition. The Project Board will be convened by UNDP and meet every 6 months, or as necessary when raised by a member of the Board or the Project Manager.

The Project Board will be chaired by the UNDP Resident Representative and co-chaired by the chairperson of the CCMCE with members to include donor representatives and UNDP's chief technical advisor of the project.

The responsibilities of the Project Board include:

- Ensure that the project is achieving its goals and objectives in line with the strategies and policies set out in this document.
- Adopt policies that serve the project’s goals, objectives, and strategies, ensure its implementation and consistency with project objectives.
- Follow-up efforts to coordinate international support for electoral processes, guiding them towards the goals of electoral assistance in Libya.
- Approve the annual workplan for the implementation of the project activities.



Project Support staff: The staff represents the operational and logistical team of the project. It consists of national and international project staff. The team performs the following functions:

- Implement strategic vision and objectives and propose adaptations and innovations as required.
- Day to day implementation of activities as defined in the approved workplans.
- Provide timely and efficient operational support for the implementation of activities.
- Ensure financial accountability through monitoring and reporting of project expenditure as per the workplans and project budget.

Key elements of project implementation arrangements:

Project management: The project will be managed by a chief technical advisor who will have 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. The chief technical advisor coordinates closely with the UN integrated electoral team of UNSMIL.

Quality assurance: UNDP Country Office will serve the quality assurance role, supported by the project’s monitoring and evaluation structure. The project will also benefit from shared operations support from the UNDP Country Office that includes access to support on human resources, recruitment, procurement, IT assistance, financial management, communications, and security, overseen by the Country Director, Programme Coordinator, and others.

Monitoring: The monitoring of the activities of the project will be undertaken by project staff and through UNDP quality assurance. All monitoring reports are to be submitted to the Project Board.

Risk-informed Decision-making: To ensure a risk-informed and conflict sensitive project implementation, the project board will continually assess the situation in the country and relate it to the actual project implementation. The project will look at 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.

	Risk: Voter registration system outdated and civil registry not consistent with residency; establishment of parallel voter registration and parallel process by committee in the East.	elections contested halting CCMCE preparations; unstable security environment.												
Activity 1.4: Capacity Building for CCMCE	# of capacity building/ development trainings organised for CCMCE staff # of CCMCE staff trained disaggregated by gender Risk: LEP and CCMCE cannot prioritize on-time and agree on capacity development plan and goals													
Activity 2.1: Facilitate the development and implementation of CCMCE's voter education strategy on the promotion of peaceful, inclusive and credible electoral processes	Output 2: Facilitate democratic participation before and in between elections through voter and civic education / awareness raising activities Indicators, for example: # of coordination meetings with CCMCE awareness team CCMCE Civic and Voter Education strategy developed; Number of awareness materials produced by the	Outcome 1: Citizens and civil society actors have been informed of electoral processes and local governance institutions Indicators, for example: # of citizens reached by civic and voter education campaigns disaggregated by gender; # of hits on CCMCE website; Risk: Marginalised groups are not sufficiently catered for by the CCMCE; candidate categories not equally represented during electoral	Citizens are better informed on electoral processes and role of municipal councils Indicators, for example: # of registered voters disaggregated by gender; % of registered voters participating in elections disaggregated by gender; Risk: Limited interest of citizens in local elections and limited resources of civil society actors for awareness activities; impact and limitations of COVID-	CCMCE electoral statistics / CCMCE reports										
Activity 2.2: Support to and engage with civil society organizations and other electoral stakeholders in support of municipal council elections, peaceful and inclusive electoral processes														

	<p>Project disseminated;</p> <p># of grants issued by the Project to CSOs;</p> <p># of CSO trainings organised by the Project;</p> <p>Risk: Limited resources of CCMCE for inclusive awareness raising activities; insufficient knowledge of citizens and civil society actors of local elections and role of municipal councils; impact of COVID-19 on outreach activities.</p>	campaigns	19 on civic and voter education.									
<p>Activity 2.3: Post-election initiative in support of democratically elected municipal councils to build capacity for inclusive representation & promoting peace and stability in the municipalities</p>	<p># of municipalities trained in communication and outreach;</p> <p>% of council officials responding having benefitted from the trainings</p> <p>Risk: Lack of incentive from municipalities to participate in trainings and internet connectivity issues undermine the success of the project</p>											

VI. MONITORING AND EVALUATION

In accordance with UNDP's programming policies and procedures, the project will be monitored through the following monitoring and evaluation plans:

[Note: monitoring and evaluation plans should be adapted to project context, as needed]

Monitoring Plan

Monitoring Activity	Purpose	Frequency	Expected Action	Partners (if joint)	Cost (if any)
Track results progress	Progress data against the results indicators in the RRF will be collected and analysed to assess the progress of the project in achieving the agreed outputs.	Quarterly, or in the frequency required for each indicator.	Slower than expected progress will be addressed by project management.		
Monitor and Manage Risk	Identify specific risks that may threaten achievement of intended results. Identify and monitor risk management actions using a risk log. This includes monitoring measures and plans that may have been required as per UNDP's Social and Environmental Standards. Financial transactions and financial statements shall be subject to the internal and external auditing procedures laid down in the Financial Regulations, Rules and directives of UNDP.	Quarterly	Risks are identified by project management and actions are taken to manage risk. The risk log is actively maintained to keep track of identified risks and actions taken.		
Learn	Knowledge, good practices and lessons will be captured regularly, as well as actively sourced from other projects and partners and integrated back into the project.	At least annually	Relevant lessons are captured by the project team and used to inform management decisions.		
Annual Project Quality Assurance	The quality of the project will be assessed against UNDP's quality standards to identify	Annually	Areas of strength and weakness will be reviewed by project		

	project strengths and weaknesses and to inform management decision making to improve the project.		management and used to inform decisions to improve project performance.		
Review and Make Course Corrections	Internal review of data and evidence from all monitoring actions to inform decision making.	At least annually	Performance data, risks, lessons and quality will be discussed by the project board and used to make course corrections.		
Project Report	A progress report will be presented to the Project Board and key stakeholders, consisting of progress data showing the results achieved against pre-defined annual targets at the output level, the annual project quality rating summary, an updated risk long with mitigation measures, and any evaluation or review reports prepared over the period.	Annually, and at the end of the project (final report)			
Project Review (Project Board)	The project's governance mechanism (i.e., project board) will hold regular project reviews to assess the performance of the project and review the Multi-Year Work Plan to ensure realistic budgeting over the life of the project. In the project's final year, the Project Board shall hold an end-of project review to capture lessons learned and discuss opportunities for scaling up and to socialize project results and lessons learned with relevant audiences.	Specify frequency (i.e., at least annually)	Any quality concerns or slower than expected progress should be discussed by the project board and management actions agreed to address the issues identified.		

Evaluation Plan

Evaluation Title	Partners (if joint)	Related Strategic Plan Output	UNDAF/CPD Outcome	Planned Completion Date	Key Evaluation Stakeholders	Cost and Source of Funding
Final Evaluation	UNDP					Project

VII. WORKPLAN

Output	Activity	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Y1	Y2	Total (in USD)	
Output 1	Support to the planning and implementation of election operations including voter registration												
	1.1 Technical advice and support on inclusive voter registration												
	1.1.1 Provide support in upgrading the VR system, hardware and software		x	x	x	x	x				20000	10000	30000
	1.1.2 Facilitate the overall voter registration update efforts	x	x	x	x	x	x	x	x		30000	20000	50000
	TOTAL ACTIVITY 1.1										50000	30000	80000
	1.2 Facilitate the procurement and deployment of sensitive and non-sensitive election materials												
	1.2.1 Procurement and deployment of international standard polling equipment	x	x	x	x	x	x				300000	30000	330000
	1.2.3 Deployment of international standard polling equipment	x	x	x	x	x	x				100000	20000	120000
	TOTAL ACTIVITY 1.2										400000	50000	450000
	1.3 Support to the overall election operational planning and implementation												
	1.3.1 Equipping the CCMCE HQ for operational readiness, including of HQ	x	x			x					150000	10000	160000
	1.3.2 Support secure storage and deployment of polling material	x	x	x	x	x	x	x	x		30000	5000	35000
	1.3.3 Support planning and implementation of cascade training for polling	x	x	x	x	x	x				80000	20000	100000
	1.3.4 Advisory services: Advice and support on key operational stages (candidate nomination, campaign, polling, tally, external relations)	x	x	x	x	x	x	x	x		330000	250000	580000

	accreditation of electoral observers)											
	1.3.5 Training, workshops, seminars, lessons learned	x	x	x	x	x	x	x	x	50000	30000	80000
	1.3.6 Support Election Day preparations and implementation (media centre, etc.)	x	x	x	x	x				30000	10000	40000
	1.3.7 Support CCMCE's work on electoral security and conflict prevention in municipalities	x	x	x	x	x	x	x		100000	20000	120000
	TOTAL ACTIVITY 1.3									770000	345000	1115000
	1.4 Support CCMCE's capacity building & facilitate close cooperation with HNEC											
	1.4.1 Conduct capacity building of CCMCE team	x	x	x	x	x				10000	5000	15000
	1.4.2 Bridge Trainings (participatory trainings on specific electoral topics), workshops			x	x	x				60000	30000	90000
	1.4.3 Sub-regional workshop/conference on local elections						x	x		0	100000	100000
	TOTAL ACTIVITY 1.4									70000	135000	205000
	TOTAL OUTPUT 1									1290000	560000	1850000
Output 2	Facilitate public participation through support to voter and civic education											
	2.1 Facilitate the development and implementation of CCMCE's voter and civic education strategy on the promotion of peaceful, inclusive and credible electoral processes including the acceptance of results											
	2.1.1 Facilitate the development and implementation of CCMCE's voter education strategy	x	x	x	x	x				50000	10000	60000
	2.1.2 Development, production and dissemination of civic and voter education materials to enhance participation and turnout	x	x	x	x	x				180000	30000	210000

2.1.3 Advisory services (advisors also work with Post-Election-Initiative)	x	x	x	x	x	x	x	x	260000	263518,19	523519,19
TOTAL ACTIVITY 2.1									490000	303518,19	793518,19
2.2 Support to and engage with civil society organizations and other electoral stakeholders in support of municipal council elections, peaceful and inclusive electoral processes											
2.2.1 Support CSO to develop awareness and outreach campaigns in coordination with the CCMCE for the promotion of electoral values and principles and to enhance participation	x	x	X	x	x	x	x	x	350000	350000	700000
2.2.2 Support CSO and related initiatives that prioritize the participation of women, youth and other vulnerable groups	x	x	X	x	x	x	x	x	350000	350000	700000
2.2.3 Build inclusive civic engagement platforms and sensitize key stakeholders as needed for active civic participation	x	x	X	x	x	x	x	x	100000	100000	200000
TOTAL ACTIVITY 2.2									800000	800000	1600000
2.3 Post-election initiative in support of democratically elected municipal councils to build capacity for inclusive representation & promoting peace and stability in municipalities											
2.3.1 Provide capacity building training for municipal elected and non-elected officials to actively engage with citizens (module 1)	x	x	X	x	x	x	x	x	200000	200000	400000
2.3.2 Support newly elected leaders of municipal councils and local authorities to focus on inclusive participation of citizens through, among others, community decision making processes and other inclusive processes	x	x	X	x	x	x	x	x	250000	350000	600000
2.3.3 Support municipalities before and after elections to establish consultative processes / fora / intra-community platforms on inclusion and peace-building efforts at the community level	x	x	X	x	x	x	x	x	100000	100000	200000
2.3.4 Establish mechanisms to mitigate post-electoral conflicts, incorporating peacebuilding elements into	x	x	X	x	x	x	x	x	100000	100000	200000

	institutional development											
	2.3.5 Ensure coordination and synergies in the support to municipal councils among development partners and create new opportunities for municipal councils in providing a platform for building partnerships	x	x	X	x	x	x	x	x	10000	5000	15000
	2.3.6 Implementation of additional training modules upon request focussing on municipalities without support from other international partners; pilot initiative for electronic governance	x	x	X	x	x	x	x	x	150000	150000	300000
	2.3.7 Dedicated experts, advisory services	x	x	X	x	x	x	x	x	250000	250000	500000
	TOTAL ACTIVITY 2.3									1060000	1155000	2215000
	TOTAL OUTPUT 2									2350000	2258518,19	4608518,19
Project Mngmt	Project Management											
	Chief Technical Advisor	x	x	x	x	x	x	x	x	240,000	240,000	480,000
	Electoral Officer (P3)	x	x	x	x	x	x	x	x	168,000	168,000	336,000
	Conflict Prevention Advisor	x	x	x	x	x	x	x	x	72,000	72,000	144,000
	National Project Officer	x	x	x	x	x	x	x	x	60,000	60,000	120,000
	National Project Assistant	x	x	x	x	x	x	x	x	40,800	40,800	81,600
	National Project Assistant	x	x	x	x	x	x	x	x	30,000	30,000	60,000
	National Procurement Assistant (PU Unit)	x	x	x	x	x	x	x	x	30,000	30,000	60,000
	Driver	x	x	x	x	x	x	x	x	20,000	20,000	40,000
	National Security Officer	x	x	x	x	x	x	x	x	24,000	24,000	48,000

	Vehicle operating costs including vehicles, maintenance, fuel	x	x	x	x	x	x	x	x	15,000	15,000	30,000
	Office running costs (rent, security, other costs)	x	x	x	x	x	x	x	x	115,000	115,000	230,000
	Learning Costs	x	x	x	x	x	x	x	x	10,000	10,000	20,000
	Monitoring and evaluation	x	x	x	x	x	x	x	x	10,000	10,000	20,000
	Security Costs	x	x	x	x	x	x	x	x	30,000	30,000	60,000
	PROJECT MANAGEMENT SUBTOTAL									934,800	934,800	1,869,600
	Total amount (in USD\$)									4,495,200	3,673,718.19	8,168,918.19
DPC	General management Support (12%)									539,424	440,846.18	980,270.18
GMS	General management Support (8%)									359,616	293,897.45	294,960
	TOTAL OVERALL BUDGET (in USD\$)									5,394,240	4,408,461.83	9,802,701.83

VIII. LEGAL CONTEXT

Option a. Where the country has signed the Standard Basic Assistance Agreement (SBAA)

This project document shall be the instrument referred to as such in Article 1 of the Standard Basic Assistance Agreement between the Government of (country) and UNDP, signed on (date). All references in the SBAA to “Executing Agency” shall be deemed to refer to “Implementing Partner.”

This project will be implemented by the Central Committee for Municipal Council Elections, CCMCE, (“Implementing Partner”) in accordance with its financial regulations, rules, practices and procedures only to the extent that they do not contravene the principles of the Financial Regulations and Rules of UNDP. Where the financial governance of an Implementing Partner does not provide the required guidance to ensure best value for money, fairness, integrity, transparency, and effective international competition, the financial governance of UNDP shall apply.

IX. RISK MANAGEMENT

UNDP (DIM)

1. UNDP as the Implementing Partner will comply with the policies, procedures and practices of the United Nations Security Management System (UNSMS.)
2. UNDP as the Implementing Partner will undertake all reasonable efforts to ensure that none of the [project funds]⁴ [UNDP funds received pursuant to the Project Document]⁵ are used to provide support to individuals or entities associated with terrorism and that the recipients of any amounts provided by UNDP hereunder do not appear on the list maintained by the Security Council Committee established pursuant to resolution 1267 (1999). The list can be accessed via http://www.un.org/sc/committees/1267/aq_sanctions_list.shtml. This provision must be included in all sub-contracts or sub-agreements entered into under this Project Document.
3. Social and environmental sustainability will be enhanced through application of the UNDP Social and Environmental Standards (<http://www.undp.org/ses>) and related Accountability Mechanism (<http://www.undp.org/secu-srm>).
4. UNDP as the Implementing Partner will: (a) conduct project and programme-related activities in a manner consistent with the UNDP Social and Environmental Standards, (b) implement any management or mitigation plan prepared for the project or programme to comply with such standards, and (c) engage in a constructive and timely manner to address any concerns and complaints raised through the Accountability Mechanism. UNDP will seek to ensure that communities and other project stakeholders are informed of and have access to the Accountability Mechanism.
5. All signatories to the Project Document shall cooperate in good faith with any exercise to evaluate any programme or project-related commitments or compliance with the UNDP Social and Environmental

⁴To be used where UNDP is the Implementing Partner

⁵To be used where the UN, a UN fund/programme or a specialized agency is the Implementing Partner

Standards. This includes providing access to project sites, relevant personnel, information, and documentation.

6. UNDP as the Implementing Partner will ensure that the following obligations are binding on each responsible party, subcontractor and sub-recipient:
 - a. Consistent with the Article III of the SBAA [*for the Supplemental Provisions to the Project Document*], the responsibility for the safety and security of each responsible party, subcontractor and sub-recipient and its personnel and property, and of UNDP's property in such responsible party's, subcontractor's and sub-recipient's custody, rests with such responsible party, subcontractor and sub-recipient. To this end, each responsible party, subcontractor and sub-recipient shall:
 - i. put in place an appropriate security plan and maintain the security plan, taking into account the security situation in the country where the project is being carried;
 - ii. assume all risks and liabilities related to such responsible party's, subcontractor's and sub-recipient's security, and the full implementation of the security plan.
 - b. UNDP reserves the right to verify whether such a plan is in place, and to suggest modifications to the plan when necessary. Failure to maintain and implement an appropriate security plan as required hereunder shall be deemed a breach of the responsible party's, subcontractor's and sub-recipient's obligations under this Project Document.
 - c. Each responsible party, subcontractor and sub-recipient will take appropriate steps to prevent misuse of funds, fraud or corruption, by its officials, consultants, subcontractors and sub-recipients in implementing the project or programme or using the UNDP funds. It will ensure that its financial management, anti-corruption and anti-fraud policies are in place and enforced for all funding received from or through UNDP.
 - d. The requirements of the following documents, then in force at the time of signature of the Project Document, apply to each responsible party, subcontractor and sub-recipient: (a) UNDP Policy on Fraud and other Corrupt Practices and (b) UNDP Office of Audit and Investigations Investigation Guidelines. Each responsible party, subcontractor and sub-recipient agrees to the requirements of the above documents, which are an integral part of this Project Document and are available online at www.undp.org.
 - e. In the event that an investigation is required, UNDP will conduct investigations relating to any aspect of UNDP programmes and projects. Each responsible party, subcontractor and sub-recipient will provide its full cooperation, including making available personnel, relevant documentation, and granting access to its (and its consultants', subcontractors' and sub-recipients') premises, for such purposes at reasonable times and on reasonable conditions as may be required for the purpose of an investigation. Should there be a limitation in meeting this obligation, UNDP shall consult with it to find a solution.
 - f. Each responsible party, subcontractor and sub-recipient will promptly inform UNDP as the Implementing Partner in case of any incidence of inappropriate use of funds, or credible allegation of fraud or corruption with due confidentiality.

Where it becomes aware that a UNDP project or activity, in whole or in part, is the focus of investigation for alleged fraud/corruption, each responsible party, subcontractor and sub-recipient will inform the UNDP Resident Representative/Head of Office, who will promptly inform UNDP's Office of Audit and Investigations (OAI). It will provide regular updates to the head of UNDP in the country and OAI of the status of, and actions relating to, such investigation.

g. *Choose one of the three following options:*

Option 1: UNDP will be entitled to a refund from the responsible party, subcontractor or sub-recipient of any funds provided that have been used inappropriately, including through fraud or corruption, or otherwise paid other than in accordance with the terms and conditions of this Project Document. Such amount may be deducted by UNDP from any payment due to the responsible party, subcontractor or sub-recipient under this or any other agreement. Recovery of such amount by UNDP shall not diminish or curtail any responsible party's, subcontractor's or sub-recipient's obligations under this Project Document.

Where such funds have not been refunded to UNDP, the responsible party, subcontractor or sub-recipient agrees that donors to UNDP (including the Government) whose funding is the source, in whole or in part, of the funds for the activities under this Project Document, may seek recourse to such responsible party, subcontractor or sub-recipient for the recovery of any funds determined by UNDP to have been used inappropriately, including through fraud or corruption, or otherwise paid other than in accordance with the terms and conditions of the Project Document.

Note: The term "Project Document" as used in this clause shall be deemed to include any relevant subsidiary agreement further to the Project Document, including those with responsible parties, subcontractors and sub-recipients.

- h. Each contract issued by the responsible party, subcontractor or sub-recipient in connection with this Project Document shall include a provision representing that no fees, gratuities, rebates, gifts, commissions or other payments, other than those shown in the proposal, have been given, received, or promised in connection with the selection process or in contract execution, and that the recipient of funds from it shall cooperate with any and all investigations and post-payment audits.
- i. Should UNDP refer to the relevant national authorities for appropriate legal action any alleged wrongdoing relating to the project or programme, the Government will ensure that the relevant national authorities shall actively investigate the same and take appropriate legal action against all individuals found to have participated in the wrongdoing, recover and return any recovered funds to UNDP.
- j. Each responsible party, subcontractor and sub-recipient shall ensure that all of its obligations set forth under this section entitled "Risk Management" are passed on to its subcontractors and sub-recipients and that all the clauses under this section entitled "Risk

Management Standard Clauses” are adequately reflected, *mutatis mutandis*, in all its sub-contracts or sub-agreements entered into further to this Project Document.

Annex II - Risk log

Description	Consequence	Type	Initial risk	Countermeasures / Management response	Residual risk	Status (baseline at October 2020)
Tribal & political issues, Armed groups intervening in the process of Conduction Municipal election at Municipalities, Covid-19 related issues & deteriorating health systems.	Failure to conduct transparent democratically elected municipal council, damaging the CCMCE image.	Security, operational & organizational.	I=4 P=4	Close coordination with senior officials from the MoI & security sector, group discussion, stakeholders meeting with community & tribal leaders to participate in early stages of electoral security planning.	I = 2 P = 2	Working with our counterparts analyzing the future threats, obstacles that are facing the project & planning the immediate steps accordingly.
LNA intervention. Tribal & community disapproval. Lack of funds for the new municipalities, Covid 19 & restriction measures, all of those obstacles & risks applied on the municipalities.	Inability to demonstrate national unity through the CCMCE activities, questioning the credibility of CCMCE & the project. Failure to serve the community.	Political, security & operational	I = 5 P = 5	Working in progress with high-level management from both sides, the current LPDF is talking about possibility of supporting the electoral authorities. Communication with Libya parliament, the Municipal Sub-track is working to solve some technical issues related to local governance.	I=3 P=2	UNDP is welcoming the effort to reach mutual ground, with support from UNSMIL, the Municipal sub track is pushing toward conducting CCMCE plans & implementing law 59.