Immediate Assistance to the Libyan Political Dialogue and Government of National Accord

**Project Title**

**UNDPI Strategic Plan Outcomes**

Outcome 6: Early recovery and rapid return to sustainable development pathways are achieved in post-conflict and post-disaster settings.

**Related CPD Outcome**

(2013-2014)

Outcome 2: Central and local government authorities are strengthened to provide better public services to citizens.

**Expected Output(s):**

Output 1: Safe and neutral platform provided within the framework of the political dialogue, helping to foster confidence building between actors and relevant stakeholders.

Output 2: Government of National Accord has strengthened capacity to respond to immediate public priorities.

Output 3: Government of National Accord has greater capacity to communicate its successes and maintain public support.

**Executing Entity:** UNDP DIM

**Implementing Agencies:** UNDP

**Brief Description**

This project outlines the provision of support to the national dialogue process in Libya and activities to support the Government of National Accord (GNA) which is expected to be a key results of the dialogue process.

Output 1 activities provide operational support to dialogue meetings facilitated by UNSMIL. Output 2 activities provide technical advice to the GNA, once it is formed, to strengthen its capacity to develop and implement its policy programme and priorities identified under the political agreement. Output 3 activities provide support to the GNA to communicate its successes and maintain public support within Libya through the provision of further technical advice, particularly regarding communications and outreach.

<table>
<thead>
<tr>
<th>Programme Period:</th>
<th>30 months</th>
</tr>
</thead>
<tbody>
<tr>
<td>Key Result Area (Strategic Plan)</td>
<td></td>
</tr>
<tr>
<td>Atlas Award ID:</td>
<td></td>
</tr>
<tr>
<td>Start Date:</td>
<td>01 Apr 2015</td>
</tr>
<tr>
<td>End Date:</td>
<td>30 Sep 2017</td>
</tr>
<tr>
<td>PAC Meeting Date</td>
<td>15 July 2015</td>
</tr>
<tr>
<td>Management Arrangements:</td>
<td>DIM</td>
</tr>
</tbody>
</table>

| Total resources required | 10 273 654 USD |
| Total allocated resources: | 5 450 097 USD |

- **Regular**
  - Other:
    - EU | 4 234 972 USD |
    - Italy | 327 000 USD |
    - DPA | 300 000 USD |
    - Switzerland | 220 000 USD |
    - Netherlands | 218 000 USD |
    - UK | 78 125 USD |
    - Malta | 55 000 USD |
    - Germany | 17 000 USD |

**Agreed by (UNDP):**
<table>
<thead>
<tr>
<th>Section</th>
<th>Page</th>
</tr>
</thead>
<tbody>
<tr>
<td>Table of Contents</td>
<td>2</td>
</tr>
<tr>
<td>List of Acronyms</td>
<td>3</td>
</tr>
<tr>
<td>I. Situation Analysis</td>
<td>4</td>
</tr>
<tr>
<td>Background</td>
<td>4</td>
</tr>
<tr>
<td>The UNSMIL Facilitated Political Dialogue Process</td>
<td>5</td>
</tr>
<tr>
<td>Lessons Identified from Support to Dialogue and Public Administration</td>
<td>5</td>
</tr>
<tr>
<td>in the Immediate Aftermath of Conflict</td>
<td>6</td>
</tr>
<tr>
<td>Lessons Identified from the Experience of Support to Core Government</td>
<td>6</td>
</tr>
<tr>
<td>Functions in Libya after 2011</td>
<td>7</td>
</tr>
<tr>
<td>II. Strategy</td>
<td>7</td>
</tr>
<tr>
<td>Project Rationale and Theory of Change</td>
<td>7</td>
</tr>
<tr>
<td>Project Activities</td>
<td>8</td>
</tr>
<tr>
<td>Output 1: Safe and neutral platform provided within the framework of</td>
<td>8</td>
</tr>
<tr>
<td>the political dialogue, helping to foster</td>
<td></td>
</tr>
<tr>
<td>confidence building between actors and relevant stakeholders.</td>
<td></td>
</tr>
<tr>
<td>Activity Result 1.1: UNSMIL is able to convene all tracks of the</td>
<td>9</td>
</tr>
<tr>
<td>dialogue process towards endorsement of the political agreement in a</td>
<td></td>
</tr>
<tr>
<td>timely and inclusive manner.</td>
<td></td>
</tr>
<tr>
<td>Activity Result 1.2: UNSMIL is able to convene dialogue meetings in</td>
<td>10</td>
</tr>
<tr>
<td>maintenance of the political</td>
<td></td>
</tr>
<tr>
<td>agreement and in support to the GNA.</td>
<td></td>
</tr>
<tr>
<td>Output 2: Government of National Accord has strengthened capacity</td>
<td>11</td>
</tr>
<tr>
<td>to respond to immediate public priorities.</td>
<td></td>
</tr>
<tr>
<td>Activity Result 2.1: National programme for GNA developed with</td>
<td>11</td>
</tr>
<tr>
<td>Libyan ownership.</td>
<td></td>
</tr>
<tr>
<td>Activity Result 2.2: National programme priorities identified for</td>
<td>12</td>
</tr>
<tr>
<td>project support have Libyan owned policy</td>
<td></td>
</tr>
<tr>
<td>strategies and implementation plans developed.</td>
<td></td>
</tr>
<tr>
<td>Activity Result 2.3: Coordination mechanism for international</td>
<td>13</td>
</tr>
<tr>
<td>technical assistance established within GNA.</td>
<td></td>
</tr>
<tr>
<td>Output 3: Government of National Accord has greater capacity to</td>
<td>13</td>
</tr>
<tr>
<td>communicate its successes and maintain</td>
<td></td>
</tr>
<tr>
<td>public support.</td>
<td></td>
</tr>
<tr>
<td>Activity Result 3.1: GNA has coordinated communications and</td>
<td>14</td>
</tr>
<tr>
<td>outreach plans and implementation capacity.</td>
<td></td>
</tr>
<tr>
<td>Coordination with UNDP Programming.</td>
<td></td>
</tr>
<tr>
<td>Complementing and Coordinating with Broader International Assistance.</td>
<td>15</td>
</tr>
<tr>
<td>Cross-cutting Issues</td>
<td>15</td>
</tr>
<tr>
<td>Human Rights</td>
<td>15</td>
</tr>
<tr>
<td>Conflict Sensitivity</td>
<td></td>
</tr>
<tr>
<td>Gender Sensitivity</td>
<td>16</td>
</tr>
<tr>
<td>Sustainability and Exit Strategy</td>
<td>17</td>
</tr>
<tr>
<td>III. Results and Resources Framework</td>
<td>18</td>
</tr>
<tr>
<td>IV. Annual Work Plan</td>
<td>21</td>
</tr>
<tr>
<td>Year: 2015</td>
<td>21</td>
</tr>
<tr>
<td>Year: 2016</td>
<td>24</td>
</tr>
<tr>
<td>Year: 2017</td>
<td>27</td>
</tr>
<tr>
<td>V. Management Arrangements</td>
<td>30</td>
</tr>
<tr>
<td>Project Board</td>
<td>30</td>
</tr>
<tr>
<td>Project Team</td>
<td>31</td>
</tr>
<tr>
<td>General Management Support (GMS)</td>
<td>32</td>
</tr>
<tr>
<td>Direct Project Costing</td>
<td>32</td>
</tr>
<tr>
<td>Coordination with UNSMIL</td>
<td>32</td>
</tr>
<tr>
<td>Broader Consultation Mechananism</td>
<td>32</td>
</tr>
<tr>
<td>Communications and Visibility</td>
<td>33</td>
</tr>
<tr>
<td>VI. Monitoring Framework And Evaluation</td>
<td>34</td>
</tr>
<tr>
<td>VII. Legal Context</td>
<td>35</td>
</tr>
<tr>
<td>VIII. ANNEXES</td>
<td>36</td>
</tr>
<tr>
<td>Risk Log</td>
<td>37</td>
</tr>
</tbody>
</table>
I. Situation Analysis

Background

Libya is experiencing significant political conflict, insecurity and economic challenges four years after the 17 February 2011 revolution. The overall environment is characterised by deep political polarisation, incessant violence and increasing institutional uncertainty.

Libya's political crisis, further exacerbated by the outbreak of conflict in July 2014, has led to the establishment of two rival governments within the country: the internationally recognised House of Representatives (HoR) located in Tobruk and the remnants of the former General National Congress (GNC), based in Tripoli. Motivated by ideological and political differences, both sides claim legitimacy and are supported by complex networks of armed formations.

Libya's protracted instability undermines the capacity of post-revolution state institutions and is deepening the political, social, economic and geographic cleavages within the country. The situation impedes Libya's recovery and the realisation of Libyans' political, economic and social rights.

The continuation of the armed conflict has resulted in the deteriorating of the humanitarian situation in the country. Approximately 400,000 people are estimated to be internally displaced, of whom 360,000 were displaced as a result of the fighting that began in July 2014. Many have been displaced more than once as they moved from one location to another to escape the widening scope of the conflict. In addition, Libya continues to host some 37,000 refugees and asylum seekers of different nationalities, many of whom are living in precarious conditions.

The UNSMIL Facilitated Political Dialogue Process

In accordance with its mandate under United Nations Security Council Resolution 2213 (2015), UNSMIL has been actively engaged in efforts to mediate a peaceful resolution to Libya's political and institutional crisis and bring an end to the armed conflict. Consultations with a wide range of Libyan stakeholders including parliamentarians, political leaders and various civil society personalities in Libya paved the way for convening the round of UNSMIL facilitated Libyan political dialogue commencing in Geneva in January 2015.

The UNSMIL facilitated political dialogue process aims to end the current political and security crisis in Libya. The talks work towards achieving consensus on two main agenda items: the formation of a Government of National Accord (GNA); and security arrangements, including a comprehensive ceasefire, withdrawal of armed formations from cities and weapons control.

Talks are structured into multiple concurrent tracks: a) political; b) security; c) tribal leaders; d) political parties; e) municipalities; f) women; and g) civil society. The main (political) track includes three main delegations: the internationally recognized House of Representatives (HoR); the former General National Congress (GNC); and a group of independents, including boycotters from both the HoR and the former GNC as well as representatives of civil society. The security track includes leaders of armed formations. Other tracks aim to increase inclusiveness of the dialogue and ensure that any proposed political agreement remains relevant to various Libyan stakeholders.

The UNSMIL facilitated dialogue sessions have proved instrumental in creating a conducive and constructive environment among participants and marked a significant breakthrough as the majority of those invited to participate in the dialogue, from across the political divide, participate.

Through the work of the dialogue process, it is expected that the GNA will be established soon. The GNA will be based on a political agreement agreed by the participants of the political dialogue process. The formation of the GNA is a necessary step towards restoring state institutions in Libya and providing the environment and opportunity to reinvigorate the process of Libya's democratic transition.

Since the 17 February revolution, consecutive Governments in Libya have faced the daunting task of building the political and administrative system for Libya's state institutions. Upon taking office, senior officials recognised that the public administration system and state institutions were outdated at best and ineffective at worst. This would be a daunting task for any country, but more so for one emerging out of a 42-year dictatorship, in which public institutions were completely neglected and effective institutional structures non-existent.

The effectiveness of Libyan state institutions since 2012 has also been hampered by the lack of administrative and human capacities. Ministries and other government bodies are overstuffed but lack proper administration and management systems, leading to a waste of resources, administrative inefficiencies and non-transparent decision-making, while technical capacity amongst civil servants is generally low. As a result, the quality of services provided
to the population, particularly in the fields of security, health, transport and education, is poor. All of this undermines public trust in the state and its and ability to respond to the expectations and aspirations of Libyan citizens.

Given limited state of capacities in Libyan institutions and the challenges facing any new government, rapid technical assistance and policy advice will be required by the GNA. In close coordination with the international community and building on previous experience from supporting Libyan state institutions, technical assistance should support the GNA to effectively achieve its immediate national priorities and support the implementation of the political agreement.

Lessons Identified from Support to Dialogue and Public Administration in the Immediate Aftermath of Conflict

UNDP and the UN have global experience in the provision of support to dialogue and public administration in the immediate aftermath of conflict. Some key lessons relevant for this project have been identified:

- Political dialogue processes provide a primary non-violent platform for contestation between parties. Even when progress is slow or unclear, or occurring in parallel with violence, ongoing processes can serve a positive role by putting restraining pressure on parties and keeping the window open for the possibility of peaceful resolution. In difficult contexts, keeping the dialogue going over time can be an achievement in itself; such processes can easily stall, result in stalemate and, in the worst case, undermine faith in peaceful solutions to conflict.

- Political dialogue processes must be inclusive of various voices in society. A process that does not meaningfully take into account the views of all the various stakeholders to a conflict undermines its credibility and leaves any resultant agreements open to significant criticism.

- The political dialogue process, as well as any resultant agreements, must be owned by participants in the process and by stakeholders to disputes more broadly. Participants and stakeholders must be able to recognize how their contributions have led to results. This ensures a greater sense of responsibility amongst participants and greater commitment to uphold and adhere to outcomes.

- Technical advice needs to be focused on provision of fast, flexible and appropriate support to restore the basic functionality of core systems of government as quickly as possible. Such efforts should be achievable, focus on service delivery priorities and should avoid overly-complex policy or reform ambitions.

- Assistance should focus on supporting existing institutions and developing existing capacities. New institutions should only be created where absolutely necessary and should be responsive to local context.

- Assistance should be primarily undertaken via individual ministries, offices or entities as whole-of-government approaches tend to be vulnerable to political rivalries.

- Broad anti-corruption efforts may be over-ambitious. Instead, it is important to work to support internal audit controls within the core functions of the public administration. This can create the backbone for more thorough anti-corruption efforts moving forward.

- Public administration in the aftermath of conflict is a political as much as administrative problem. It is necessary to ensure that engagement is conflict sensitive and is inclusive of the broader political currents.

Lessons Identified from the Experience of Support to Core Government Functions in Libya after 2011

UNDP and UNSMIL provided support to Libya's transitional process, including support to core government functions, after 2011. The following lessons from that experience have been identified as particularly important:

- A detailed understanding of Libya's context and capacities regarding core government functions is essential. This should be done through broad consultation with the executive level, relevant staff from key government institutions and ministries, as well as with experts, academics and members of civil society within the country, rather than through international expertise.

- More use should be made of experts from Libya and from countries with similar experiences in the immediate aftermath of conflict, including exchanges between Libya and Arab and Eastern European institutions.

- Support to core government functions is a priority to stabilise the country and to help provide basic security and services to citizens. Support is needed from policy-making to programme implementation.
investment in this area must be consistent and long-term. Efforts should be more integrated between UNSMIL, UNDP, the World Bank and other members of the international community.

- UN rules and regulations do not provide enough flexibility for recruiting and deploying UN staff and consultants in crisis contexts. The use of alternative modalities (e.g., CivCap or contractors) is a good idea, especially if it facilitates secondments from neighbouring governments.

- Experts should not be deployed individually into institutions. There should be a coordinated team deployment across institutions.
II. Strategy

Project Rationale and Theory of Change

The project activities are directly focussed on fostering an environment for peace and stability in Libya.

The UNSMIL facilitated dialogue process, supported under output 1, brings together various stakeholders in Libya to address the political and security crisis. It is currently the only effective mechanism for bringing various actors in the Libyan conflict around a table.

There are numerous tracks to the dialogue process, aimed at bringing together various stakeholders around particular areas of dispute, as well as including the voices of those who are significant stakeholders in the conflict but might otherwise be excluded from a political settlement.

A primary objective of the main track of the dialogue process is the adoption of a political agreement and the formation of the GNA. The formation of the GNA is a necessary step to restoring state institutions in Libya and providing the environment and opportunity to reinvigorate the process of Libya's democratic transition.

The security track of the dialogue seeks to build agreement on ceasefire and security arrangements which are necessary to provide a conducive environment for the establishment of the GNA.

Once parties to the dialogue agree on the political and security aspects of the political agreement, a thirty day period will follow to allow for requisite preparations to form the GNA and the commencement of implementation of the security arrangements. At the end of this period, the House of Representatives (HoR) will have the opportunity to endorse the formation of the GNA.

Once formed, the GNA will need to overcome its fragility and provide a conducive environment for Libya's transition process. To do this, the GNA must embark on a government programme aimed at addressing insecurity, consolidating stability and fostering reconstruction and recovery to maintain its public support in the eyes of the Libyan people. The GNA's policy priorities, as those of certain other state institutions, will be defined by the parties to the political agreement during the project implementation period.

Output 2 and 3 activities aim to strengthen the GNA's capacity to deliver its policy programme and its ability to communicate its successes and to maintain public support. This work will leverage the UN's global experience in providing technical assistance in the immediate aftermath of conflict and will maintain the principle of Libyan ownership at its core. In combination with this direct support, the project activities will also be coordinated and complemented by existing and new efforts by the UN in Libya and the broader international community to support Libya's transition process.

Project Activities

The final iteration of the political agreement is yet to be defined at the time of preparing this project document and the political and security situation in Libya remains dynamic. It is therefore important that activities under this project remain flexible in their approach. External risks that may affect the relevance of these activities or the ability of UNDP and UNSMIL to implement them are identified in the risk log.

The activities outlined here have been identified as likely within expectations of how the dialogue process will advance; however, by necessity, considerable space has been allowed for adjustment in response to external risks as the project progresses.

The project team will continuously assess the appropriateness of project activities in line with the situation. As necessary, major adjustments will be recommended to, and considered by, the project board during its periodic meetings.

While to be avoided as much as possible, major adjustments required may include, but are not limited to: reallocation of funds between outputs within the project; realignment and revision of project activities in accordance with the situation; or adjustment of targets.

Output 1: Safe and neutral platform provided within the framework of the political dialogue, helping to foster confidence building between actors and relevant stakeholders.
Activity Result 1.1: UNSMIL is able to convene all tracks of the dialogue process towards endorsement of the political agreement in a timely and inclusive manner.

Indicative actions:
- Identify need for specific dialogue meetings (UNSMIL);
- Provide operational support to UNSMIL facilitated dialogue meetings (UNDP);
- Provide technical assistance as requested by UNSMIL (UNDP);
- Facilitate dialogue meetings (UNSMIL).

Actions under Activity Result 1.1 outline support provided by UNDP to the UNSMIL facilitated dialogue process in Libya up to and including endorsement of the political agreement. The primary effort under Activity Result 1.1 is to provide operational support to the UNSMIL facilitated process, which has already been undertaken for a number of months and has an established momentum in terms of UNSMIL’s approach.

The UNSMIL facilitated dialogue includes a number of distinct tracks. These currently include: the main (‘political’) track; security; tribal leaders; political parties; municipalities; women; and civil society. Other tracks, either standing or temporary, may be initiated based on need during the dialogue process. Each track meets separately under UNSMIL’s facilitation and feeds into the overall process.

UNSMIL will facilitate meetings, and parallel good offices interventions, for each track of the dialogue process. The primary objective of the main track of the dialogue is the development and endorsement of a political agreement between various groups within Libya. The political agreement will address the definition and formation of the GNA.

UNDP, based on a projection of events for the dialogue process agreed on an ongoing basis with UNSMIL, will provide logistical support for meetings held in support of the various tracks of the UNSMIL facilitated dialogue. Operational support will include provision of transportation, accommodation, venue, nourishment and other related services to dialogue participants. UNDP will not cover the travel, per diem and accommodation costs of UNSMIL staff participating in the dialogue meetings.

UNSMIL will provide as much forewarning as possible regarding dialogue meetings. It is acknowledged, however, that the dynamic nature of the dialogue process means that meetings will occasionally be organised at short notice. UNDP will work to provide timely support to these events, within the limitations of practicality and its internal procedures and policies.

Due to the dynamic nature of the UNSMIL facilitated dialogue process, it is not possible to specify a precise number of meetings to be conducted in the lead up to the endorsement of the political agreement. The number of meetings will be determined by the progress made in each UNSMIL facilitated session and are affected by other factors on the ground in Libya.

This project document makes initial provision for up to twelve (12) meetings, inclusive of all tracks within the dialogue process, to be held under Activity Result 1.1. The project board will reassess the appropriateness of this figure on a periodic basis.

Specifically, activities under Activity Result 1.1 will include three (3) meetings, within the twelve (12) identified above, in support of the women's track of the political dialogue process. These meetings will provide a safe space for diverse Libyan women to discuss issues pertaining to the dialogue, a platform to advocate for their demands to be incorporated into the political agreement, and technical assistance to develop preparedness plans in light of provisions within the draft agreement.

Activity Result 1.2: UNSMIL is able to convene dialogue meetings in maintenance of the political agreement and in support to the GNA.

Indicative actions:
- Identify need for specific dialogue meetings (UNSMIL);
- Provide operational support to UNSMIL facilitated dialogue meetings (UNDP);
- Provide technical assistance as requested by UNSMIL (UNDP);
- Facilitate dialogue meetings (UNSMIL).

It is expected that some dialogue process activities may continue, as appropriate, after the formation of the GNA. In such instances, dialogue meetings may be convened to allow for continued engagement with, and inclusion of, various Libyan stakeholders who may not formally be part of the GNA but whose support needs to be maintained. Additionally, dialogue meetings may be convened in response to disputes arising over implementation of the political agreement.
At writing, the project document includes provision for up to twelve (12) meetings taking place under Activity Result 1.2; six (6) meetings are expected to take place in 2015 and six (6) in 2016. The appropriateness of this figure will be reassessed by the project board on a periodic basis.

Specifically, three (3) meetings, included within the twelve (12) identified above, are expected to be held in support of the women's track of the dialogue process. These meetings will provide a platform for Libyan women to advocate and push for participation of women and provision of women's demands within the GNA, and in implementation of the political agreement.

UNDP is able and ready to contribute technical expertise to the dialogue process if requested by UNSMIL and based on need. In particular, technical advice may be requested regarding specific policy areas, capacity development for dialogue participants as well as for process design to the political dialogue, leveraging UNDP's global experience conducting similar activities in other areas. Initially, one consultant will be engaged to support UNSMIL's Women's Empowerment Section in facilitating the cross-cutting women's track of the dialogue under Activity Results 1.1 and 1.2.

Output 2: Government of National Accord has strengthened capacity to respond to immediate public priorities.

Output 2 activities outline technical assistance provided both during and after the formation of the GNA.

Activity Result 2.1: National programme for GNA developed with Libyan ownership.

Indicative actions:
- Convene targeted experts' meeting on national priorities with Libyan and international expertise;
- Provide operational support to the development of the GNA programme;
- Provide technical support to the development of the GNA programme.

Actions under Activity Result 2.1 provide technical advice and operational support to Libyan owned efforts to define the national programme of the GNA, and to identify how best the international community can respond. These actions are expected before the formation of the GNA.

A draft list of national priorities has been prepared by participants within the UNSMIL facilitated political dialogue and is expected to be included as an annex to the political agreement.

As soon as possible, and with reference to the list of priorities included within the draft political agreement, the project will convene a targeted experts' meeting on national priorities with Libyan and international expertise. The meeting will bring together Libyan counterparts and experts in a number of relevant policy areas together with international experts from within and outside the UN system and from the international community.

The targeted experts' meeting will be designed to consolidate existing information regarding national priorities, to assess existing Libyan capacity to address those priorities, to evaluate the impact of conflict on that capacity and to identify gaps in knowledge. It will also include a stock-take of international capacity to provide support to Libya, under this project or more broadly, including identification of particular expertise. The meeting will help chart how interventions by the international community, including through this project, can have the most impact. If necessary, some follow-up meetings may also be organised to build on the work of the targeted experts' meeting.

After the endorsement of the political agreement by the parties to the UNSMIL facilitated dialogue process and before the GNA's endorsement by the HoR, there will be a formation period for the GNA that is envisaged to last approximately one month. During this interim period, the Prime Minister and named ministers within the GNA will be required to outline the programme of the GNA based on the national priorities identified through the political agreement.

During the interim period, UNSMIL, with the support of UNDP, will facilitate engagement with the Prime Minister and other relevant stakeholders to offer assistance regarding development of the programme of the GNA. The project will offer technical advice on relevant areas and may invite, in coordination with Libyan counterparts, individual technical experts. A priority will be to avoid a prescriptive approach to defining the programme of the GNA and to ensure ownership of the process by Libyan counterparts. The project team will also ensure that the development of the programme of the GNA is informed by the availability of technical assistance identified through the targeted experts' meeting.

The framework established for the targeted experts' meeting and the identification of priorities with the GNA will feed into the monthly coordination meetings organised in support of this project, as well as with UNSMIL's broader mandate for coordination.
Activity Result 2.2: National programme priorities identified for project support have Libyan owned policy strategies and implementation plans developed.

Indicative Actions:
- Identify priority areas to be supported by project ('project priority areas');
- Identify GNA and state institutions requiring project support regarding project priority areas ('supported institutions');
- Undertake capacity assessment of supported institutions;
- Support GNA to develop strategies and implementation plans for each project priority area.
- Provide technical advice and capacity building to supported institutions.

Informed by the programme of the GNA identified under Activity Result 2.1, UNDP and UNSMIL will identify those priorities on which it is felt that their technical expertise and comparative advantage will have the most impact ('project priority areas'). The decision of which priorities to support will respond to the needs of the GNA. Project priority areas will also be identified with reference to complementary and coordinated programming within other UN agencies, international organisations or members of the international community who may also be providing support to the GNA (coordinated through Activity Results 2.1 and 2.3).

UNDP and UNSMIL, in close collaboration with the GNA, will identify institutions within the GNA and state institutions most relevant for addressing the project priority areas and which will receive direct technical advice within this project ('supported institutions'). Without being prescriptive, institutions identified for support may include, but are not necessarily limited to:
- Prime Minister's Office;
- Presidency of Council of Ministers;
- Council of Ministers;
- Supreme Council for Local Administration (SCLA) (yet to be established but referred to under Law 59 of 2012 and defined as a specialised institution within the draft of the political agreement);
- Reconstruction Commission (yet to be established but defined within the draft of the political agreement);
- National Defence and Security Council (yet to be established but defined within the Libyan Constitutional Declaration and considered within the draft of the political agreement);
- State Council (SC) (yet to be established but defined within the draft of the political agreement);
- Women Support and Empowerment Unit within the Presidency of the Council of Ministers;
- Key line ministries deemed relevant to implementation of the government programme; and
- Other government institutions, agencies and bodies as appropriate.

UNDP and UNSMIL will engage a number of senior technical advisors relating to project priority areas to be assigned to the supported institutions. Experts may be identified from UNDP's existing rosters of technical experts, including the roster of Libyan experts developed through its Capacity Strengthening Initiative (CSI) project, and from other networks. The use of experts from countries that have undergone transitional experiences, particularly from the global South, will be encouraged, in order to leverage practical experience relevant to the Libyan context.

The number of technical advisors will be determined by the number of project priority areas and contracting modality. At the time of writing, this project document envisions approximately ten (10) full time equivalent technical advisors. The absolute number of technical advisors may be higher, as some technical advisors will likely be deployed part time as needed.

It is intended that the technical advisors will be embedded within supported institutions, although this will have to be reviewed on an ongoing basis with regards to the security situation. In a worst case scenario, the advisors may have to work on a remote basis or be present within supported institutions on a part-time basis and with the support of embedded national staff providing day-to-day assistance. Alternatively, a contracted implementing modality may be utilised, with the deployment of technical advisors via a third-party contractor under the overall guidance of the project team, until the security situation improves. The project team, under the guidance of the project board, will determine the appropriate modality when the situation regarding security and access in Libya is more clear.

In order to ensure that technical assistance can be provided immediately to the GNA once it is formed while facing uncertainty regarding exactly when that will occur, some technical advisors may be engaged prior to the formation of the GNA. In this instance, technical advisors will undertake preparations for the provision of technical support on priority areas that have been identified.

Initially, the technical advisors will undertake quick capacity assessments of the supported institutions based on existing methodologies for capacity assessment of core government functions developed by the UN and the World Bank to be adapted to the context by the project team. The capacity assessments will review existing staffing, financial
resources and technical capacity and will be used by the project team to identify the capacity building targets for each of the supported institutions.

The technical advisors will work with counterparts within the supported institutions to develop policy strategy and implementation plans. In order to enhance Libyan ownership, and to build meaningful capacity within supported institutions, these plans will be developed in a participatory manner by Libyan counterparts with the facilitation of the technical advisors.

The strategic and implementation plans are intended to define the work of the GNA in relevant areas. The GNA will be expected to cover the costs and undertake the activities required to implement these plans.

Building on lessons learned in other contexts, the focus of the plans will be on restoring the basic functionality of core systems of government and of service delivery regarding the project priority areas. They should incorporate policy responses that are achievable, focus on service delivery priorities and should avoid overly-complex policy or reform ambitions.

In some areas, such as in supported institutions that have recently been formed, strategic and implementation plans may be prepared before implementation of activities. In other areas, particularly in line ministries, plans may need to be developed quickly or even concurrently with implementation of service delivery.

In addition to the development of strategic and implementation plans, technical advisors will provide ongoing advice to supported institutions in support of the project priority areas.

The exact nature of the technical advice will depend heavily on the project priority area, the supported institution and the context at the time. However, technical advice will follow a framework of principles and limitations to be defined by UNDP and UNSMIL and agreed to by Libyan counterparts. At its heart, technical advice will seek to build the capacity of Libyan counterparts within supported institutions through on the job training.

Provision is also made within the project activities to undertake limited workshops to support the activities of the technical advisors. These events may also be used to bring the technical advisors together with the project team for coordination purposes and to engage with counterparts as required.

Activity Result 2.3: Coordination mechanism for international technical assistance established within GNA.

Indicative Actions:
• Provide technical advice and capacity building support to GNA on coordination mechanisms.

After its formation, there is expected to be a significant inflow of international assistance seeking to bolster the GNA. It will be essential for this assistance to be coordinated in order to ensure that there is no overlap, that all national priority areas are adequately addressed, and that different assistance programmes do not contradict one another.

Actions under Activity Results 2.3 seek to ensure that the GNA has the capacity to effectively coordinate international technical assistance, supported by the UN, in a manner that ensures that assistance corresponds with national priorities and has national ownership, in accordance with the principles of the Paris Declaration on Aid Effectiveness.

The GNA, with the advice of UNDP and UNSMIL, will determine the most appropriate institutional home to undertake coordination.

A technical advisor(s) will be assigned to the institution identified to help strengthen capacity within the GNA to undertake coordination of international assistance during the lifetime of the GNA. Similar to actions under Activity Result 2.2, technical advisors will undertake capacity assessments, support the relevant institution to develop a strategy and implementation plan, and provide ongoing technical support.

It will be necessary for the precise form of assistance and advice provided to the GNA coordination mechanism for international technical assistance to be determined through discussions with GNA counterparts and to be informed by the capacity assessment undertaken. Nevertheless, building on experiences of similar technical assistance provided in other contexts, some areas of support and advice may include, but are not necessarily limited to:
• Institutional development of an international assistance coordination unit, or equivalent institution;
• Tools and methodologies to identify and prioritise national requirements for international assistance;
• Business processes to record, map and track international assistance; and
• Tools and methodologies to monitor, evaluate and report on international assistance.
Output 3: Government of National Accord has greater capacity to communicate its successes and maintain public support.

Activity Result 3.1: GNA has coordinated communications and outreach plans and implementation capacity.

Indicative Actions:
- Provide technical advice and capacity building support to GNA communications office regarding communications and public outreach;
- Support GNA to develop strategic communications and outreach plan.

During its life, it will be essential for the GNA to promote its successes and build its public support. Consequently, the project will support the strengthening of GNA capacity regarding communications and public outreach.

Discussions between UNSMIL, UNDP and the GNA will determine the best institutional home within the GNA for the establishment or development of a Government Communications and Outreach Unit (GCOU). The GCOU must represent the whole-of-government and not be party-political.

The responsibilities of the GCOU may include: communicating the GNA’s successes; educating the Libyan public about the GNA, its mandate and the transitional process; and building the Libyan public’s ownership of the GNA and the government programme.

Depending on need and an assessment of the existing capacity of the GNA to undertake communications, a technical advisor or technical advisors, fitting within the same organisational structure as the technical advisors deployed under output 2 above, will be assigned to the GCOU.

Technical advisors will work with the GCOU to strengthen its capacity to undertake effective communications with the Libyan public as well as to undertake inclusive outreach programmes and public consultation, including appropriate mechanisms for engagement with civil society. The informational and outreach needs of women, youth and minorities will be especially considered.

Areas on which the technical advisor(s) may provide support include, though are not necessarily limited to:
- Advice on GNA messaging, strategic communications and public outreach;
- Institutional development of the GCOU, including structure and business processes;
- Development of a government communications and outreach strategy; and
- Technical capacity building for communications, such as skills regarding the formulation of messaging, interaction with the media, social media engagement and online tools.

Coordination with UNDP Programming

UNDP Libya implements other projects with direct relevance to the activities described within this project document. These projects address important aspects of the transition process in Libya.

UNDP’s 'Capacity Strengthening Initiative’ (CSI) project responds to the substantial need for institutional strengthening across the Libyan administration. This has been carried out through training courses, conferences, seminars, concept notes and the development of a roster of Libyan experts. The CSI focuses on strengthening core functions of the government to ensure national ownership of recovery and development processes as well as strengthening central government authorities to provide better quality public services to citizens. There are strong links between the technical advice on core government functions offered under the activities described in this project document and the work of the CSI project. The project teams will work closely together to ensure that activities in support to the GNA build on the work already undertaken under the CSI project and that the CSI project supports the priorities identified by the GNA.

UNDP’s 'Assistance to Building a Constitution' (ABC) project has been supporting the Libyan constitution making process since 2012 in close cooperation with UNSMIL. The constitution making process remains a critical mechanism to facilitate Libya’s return to peace. Its importance has been emphasised in the draft of the Libyan political agreement and the success of the constitution making will have a determinative impact on the transition process. Given this, and that the lifetime of the GNA will be determined by the speed with which the constitution is written and endorsed, activities described under this project document will need to be undertaken in close collaboration with the ABC project.

UNDP is currently developing programmatic efforts in support of local governance in Libya. This work will focus on strengthening the core functions of municipal authorities within the country. Local governance has already been identified as a priority within the draft political agreement, particularly through the SCLA. Any technical support provided to the SCLA under this project will need to be closely coordinated with UNDP’s support to local governance
at the municipal level. This will ensure that capacity building exercises focus on priority areas, that administrative systems are relevant and, most importantly, that responsive two-way linkages between municipal authorities and state institutions are developed.

UNDP’s ‘Support to Civic Engagement Project’ (SCELT) provides complementary support to activities described under this project document through work on outreach and local level dialogue. SCELT has developed initiatives which support social cohesion and facilitate a culture of dialogue. For the period 2015-2016, SCELT aims to promote the capacity of Libyans, especially women and youth, to promote social cohesion and help create an environment for sustainable democracy. This will occur through provision of grants to civil society organisations (CSOs) and training of dialogue facilitators to promote grassroots dialogue and mediation. The relevance and responsiveness of activities within this project document will be informed by the ongoing work under the SCELT project. Where possible, linkages will be drawn between CSOs and the GNA through the GCOU supported under Activity Results 2.3.

Activities within this project document will also need to be coordinated with any new programmatic efforts by UNDP that aim to support the transition process.

Complementing and Coordinating with Broader International Assistance

After its formation, there is expected to be a significant inflow of international assistance seeking to support the GNA. It will be essential to ensure that the activities outlined within this project document complement, are complemented by, and are coordinated with, other assistance that may be provided to the GNA by the UN or by the broader international community.

Firstly, the project will work with UNSMIL and within the UNCT to ensure coordination and the complementarity of project activities with overall UN engagement in Libya. Under UNSCR 2213 (2015), UNSMIL maintains the mandate for support to coordination of international assistance to Libya. The activities within this project will be linked to the overall coordination effort undertaken by UNSMIL. An important interface in this regard will be the technical assistance provided to the GNA for coordination of international assistance; such assistance will be undertaken in such a way as to complement, and be linked with, UNSMIL’s coordination efforts.

Activities within the project will also work to complement with existing programming and assessment efforts undertaken within the UNCT and amongst international partners. This is particularly important regarding assessments for planning of development assistance, such as proposed work by the World Bank, ESCWA and other partners.

Secondly, it will be important to ensure that the project activities are responsive to Libyan needs. Initially, this will occur through the UNSMIL facilitated dialogue process. Subsequently, it will occur through the GNA coordination mechanisms to be supported through Activity Results 2.3, as well as through ongoing engagement between UNSMIL, UNDP and the GNA. A Libyan focus on coordination will ensure national ownership and the relevance of any assistance provided.

Finally, it is necessary that project activities are coordinated with other international assistance directed towards the GNA. In addition to continual bilateral contact between donors, UNDP and UNSMIL, a regular coordination meeting conducted under this project and detailed in the management arrangements below will provide an opportunity for information sharing and addressing overlap. Additionally, as the GNA’s capacity to coordinate international assistance improves under Activity Result 2.3, UNDP and UNSMIL will ensure that project activities correspond with the GNA’s priorities.

Cross-cutting Issues

Human Rights

The issue of human rights and the legacy of human rights violations in Libya’s recent history will be of significant importance to the future of the country and the Libyan public’s acceptance of the GNA.

The Libyan political dialogue process, through its multi-track approach supported under output 1, aims to provide a forum for participation of various stakeholders who may not otherwise be heard in political negotiations. Amongst others, these voices include those of civil society and women, whose participation is expected to provide an important role in ensuring that the interests of rights’ holders are incorporated into any resulting political agreement. Already, the political agreement is expected to include provisions to address human rights questions relating to disappearances, detention and freedom of movement.

Technical assistance provided to the GNA will have awareness of human rights mainstreamed throughout. Through UNSMIL and UNDP, particularly through the participation of the human rights office within UNSMIL, advice will be
sensitive to the human rights situation in Libya and will ensure that human rights are considered in the development of strategies and implementation plans by the GNA.

Conflict Sensitivity

The efforts identified within this project are specifically targeting the political divisions at the heart of conflict in Libya. The divisions between the HoR and the remnants of the GNC, while not necessarily a root cause of the conflict, must be addressed to ensure stability and security within the country. The Libyan political dialogue supported under output 1 aims to address these divisions in order to be able to establish the GNA. The GNA, strategically supported through outputs 2 and 3, aims to maintain sufficient stability and security for Libya's transition process to continue. It will provide a window of opportunity for the drafting of the constitution to be completed and for new elections to be held.

While the objectives of the project aim to address one of the more prominent aspects of the conflict in Libya, it is also essential that all project activities are undertaken in a conflict sensitive manner.

Within the activities undertaken as part of output 1, it is essential that the political dialogue process is transparent, relevant and follows a clear logic in order to be seen as a credible effort by the Libyan people. The process and results need to be communicated clearly by UNSMIL. It will be necessary to ensure that the participants to the Libyan dialogue must be inclusive and as representative as possible of Libyan perspectives.

By continuing meetings within the political dialogue, Activity Result 1.2 aims to ensure that once the GNA is formed there are still opportunities to hear Libyan voices which may not be formally participating in the GNA. This will be an important mechanism to promote a sense of Libyan ownership and to keep different Libyan stakeholders participating within the process.

Under output 2, it will be necessary to maintain careful monitoring of the situation in order to ensure that technical advice provided is conflict sensitive. Experience in other contexts has demonstrated that core government functions remains a key area of political contestation in the immediate aftermath of conflict. UNDP and UNSMIL will work closely together with the technical advisors to ensure that support provided under output 2 minimises harm and maximises benefit in terms of stability and positive peace in Libya.

Output 3 activities will also play an important role in the promotion of peace. The GNA will need to undertake careful messaging to promote public support for the transition process. It will be essential for technical advisors deployed to the GCOU to support the GNA to develop and deliver nuanced strategic communications that promotes tolerance and a peaceful transition.

To be conflict sensitive, it will be important for the project team to maintain a detailed understanding of the situation in Libya. This will, first and foremost, come from partnership with Libyan stakeholders through the political dialogue process and the support for the GNA. It will also leverage the important role of UNSMIL’s Political Affairs Department within the project to draw on the broader analytical understanding of the situation in the country. Project activities will be informed by the understanding of longer-term structural issues driving conflict in Libya developed through efforts of the UNCT and other partners, such as, but not limited to, UNDP's conflict analysis work, ESCWA's assessment work and World Bank assessments. Finally, through existing contacts as well as the coordination and consultation mechanisms established within the project, the project team will be able to draw on the political and contextual understanding of the broader international community.

Gender Sensitivity

For the Libyan political dialogue and the GNA to make a sustainable contribution to peace and stability in Libya it will be essential to ensure that both are responsive to the demands and needs of women.

Two women have been participating in the main track of the Libyan political dialogue, and have been receiving support from UNSMIL focusing on promoting gender provisions with the draft political agreement. This will continue under Activity Result 1.1 within this project document and, where possible, strengthened.

A cross-cutting women's track exists within the political dialogue process and is supported under output 1. This track brings together Libyan women to discuss women's demands in terms of the situation in Libya, to review the draft political agreement and to make recommendations about how gender provisions could be strengthened within it. The cross-cutting gender track will continue after the formation of the GNA. It will remain an important forum through which prominent Libyan women will be able to promote the interests of women in Libya.

Activities under outputs 2 and 3 will also be strongly gender sensitive and promote the interests of Libyan women. Under Activity Result 2.1, experts on gender issues will be invited to take part in the targeted experts' meeting and