Country programme document for Libya (2012-2014)

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I. Situation analysis

1. Following the revolution of 17 February 2011, following 42 years of the Socialist People’s Libyan Arab Jamahiriya, the National Transitional Council officially declared Libya an independent democratic state on 23 October 2011. Youth were the main building block of the revolution, and women played a key supporting role in providing the fighters with food and health care, information, and the transport or smuggling of arms. Parliamentary elections were successfully organized in July 2012, and led to the hand-over of the Transitional Council to the General National Congress in August 2012. The constitution-drafting body of the new National Congress has the task of presenting a new draft constitution for Libya within 120 days of its installation. The draft constitution will be submitted for approval by the people in a referendum requiring a majority of two-thirds of the electorate prior to final endorsement.

2. The interim Government of Libya identified 10 priorities in its strategic plan of 2012 to achieve transitional goals in the areas of security, democratic governance, transitional justice, social reconciliation, economic recovery, and basic service delivery.

3. Gender issues cut across all of those areas. Women have been politically and economically marginalized. They are still poorly represented in the decision-making structure, and insecurity has further delayed their integration into the economic and social spheres. Gender equality ranks high among the Secretary-General’s priorities (S/2012/129). Accordingly, women’s protection and their meaningful participation in all aspects of the transition and early recovery phase have to be prioritized.

4. While independent civil society is embryonic in the new Libya, it is growing rapidly and is extremely dynamic. It is critically important to ensure widespread civic engagement and thorough consultative processes in the transition period so that a wide variety of non-state actors can have input into the process of shaping the new Libya. Nevertheless, such engagement and processes remain a challenge due to security and accessibility considerations; weak regulatory and organizational frameworks; and the limited institutional capacity of civil society organizations.

5. The gross domestic product of Libya, a net contributor country, was 4.2 per cent during 2010. It ranked 64th of 187 countries in the 2011 human development index, and its frozen foreign assets exceeded $150 billion. Oil represents 90 per cent of the economy, and most goods are imported from abroad. Prior to the conflict, Libya relied on one million immigrant workers. Yet despite its wealth and favourable macro-economic figures, the country has suffered historically from the serious democracy deficits, inequalities, and socio-economic exclusion that were at the root of the revolution. The 2009 Libya Millennium Development Goals report suggested that Libya was well placed to attain the goals by 2015. However, the reliability of the data cannot be verified due to a lack of standardized and validated development data.

6. The United Nations Support Mission in Libya was established in September 2011. It is an integrated political mission that, together with the entire United Nations system in Libya, supports the new transitional authorities in their post-conflict efforts (Security Council resolutions 2009, 2022 and 2040). UNDP Libya plays a crucial role in the overall United Nations response, and works closely with the Support Mission to complement its efforts and contribute to the implementation of its mandate in many areas during the transitional period.

7. The previous country programme, 2011-2014, identified the following areas of cooperation: enhancing public service delivery; strengthening national environment management systems; and supporting national efforts towards economic diversification. Underlying these are the cross-cutting themes of gender equality, youth, and capacity development. However, implementation was stalled by the revolution.

II. Past cooperation and lessons learned

8. The 2006-2009 country programme, which was extended to 2010, identified the following cooperation areas: mainstreaming the Millennium Development Goals; addressing socio-economic challenges and encouraging economic diversification;
fostering human resources for sustainable human development and developing a knowledge society; supporting on-going modernization processes for better economic performance; and improving service delivery and governance.

9. Poverty reduction and the Millennium Development Goals. UNDP provided technical support to the national economic development board in monitoring the implementation of the national economic development programme – a comprehensive framework for all development and infrastructural projects in Libya. The support included the provision of expert services in public investment, financial management, procurement and contracting. UNDP continued to support the General People’s Committee for Planning and Finance on national economic planning and modelling through relevant expertise for the creation of macro-economic models. A national capacity-building programme for mine action was also started.

10. Democratic governance. A new initiative on the automation of national courts, with a view to increasing public access to justice, was initiated in 2008. More than 200 judicial experts have been trained in automation techniques, complemented by capacity-building of the high judicial institute through a curriculum review and ‘training of trainers’ programmes. UNDP also supported the General Information Authority, the nodal Governmental institution for statistics, in publishing the first Millennium Development Goals report for Libya.

11. Environment and sustainable development. This was perhaps the most significant portfolio in terms of volume of activities and resources. Initiatives focused on establishing a replicable model for protected area management; formulating a national strategy for solid and hazardous waste management; and strengthening environmental monitoring systems through the installation of geographic information systems, laboratories that meet international standards, and other modern tools.

12. Prevention of HIV and AIDS. Activities included HIV/AIDS awareness-generation across the country and the sensitization of opinion leaders, including teachers and religious leaders.

13. Gender equality and women’s empowerment. This was a priority cross-cutting theme in all project activities. Under the promotion of opportunities for women’s economic empowerment project (known as the ‘POWER’ project) UNDP Libya strengthened the capacity of the General People’s Committee for Social Affairs to implement training activities for women’s economic empowerment.

14. In 2009, UNDP Libya undertook an assessment of development results and integrated the initial findings and recommendations into the present country programme document. While UNDP provided support to institutions in different sectors through projects, the assessment noted that UNDP participation at the policy level has been limited, and that a need exists for greater synergy among UNDP, government counterparts, and other national and international development stakeholders in designing and formulating new projects to increase effectiveness.

III. Proposed programme

15. The proposed areas of cooperation and associated outcomes for UNDP Libya are linked to the priorities laid out in the strategic plan presented by the Council on 29 March 2012. They were validated through consultations with national counterparts and confirmed by the Ministry of Planning. The proposed substantive revision of the present country programme document takes into account new areas of support that reflect the new context. The environment and sustainable development area of the document remains largely valid.

National priority: Prepare for elections and national congress and provide support for civil society organizations.

Outcome 1. The active participation of citizens in the democratic transition of their nation is facilitated.

16. Given the nature of the old governance system, there is limited experience in organizing democratic processes. UNDP will work in an integrated team with other
organizations (including UNOPS and the International Organization for Migration), headed by the Support Mission, to facilitate electoral processes (such as legislative and presidential elections, and the referendum on the new constitution) by providing technical expertise, and operational and advisory services, including on national reconciliation and structured dialogue mechanisms. UNDP will complement the lead of the Support Mission in fostering constitution-making processes and the establishment of the newly elected National Congress. It will then build on its long experience to support the new parliament in delivering on its mandate, which includes leading the legal reform needed for alignment with the new constitution and medium- to longer-term capacity development. UNDP will use its regional and global networks to transfer knowledge and comparative experience in areas such as gender-related issues and international standards, so that human rights and anti-corruption measures become an integral part of the constitutional and legislative reform processes. In partnership with the Ministry of Planning and the Ministry of Culture and Civil Society, civil society organizations, media and academic institutions will be empowered to reach out to the population, particularly women and youth groups, so as to raise awareness and monitor democratic processes. Targeted civic education programmes will be developed and implemented for that purpose.

National priority: Central and local authorities provide better public services to Libyan citizens.

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

17. Building the capacity of ministries and developing their professional standards will be accorded the highest priority. UNDP will work with the Ministry of Planning to strengthen the leadership, strategic planning, management, data collection and monitoring capacity of selected sectoral ministries and local governments. This, in turn, will enhance the development and quality of reporting on progress towards the Millennium Development Goals. UNDP will also ensure that knowledge and know-how is transferred to academic and training institutions, including the Civil Service Training Institute, so that a culture of knowledge management and knowledge transfer is established.

18. Given the complexity of the public accountability, transparency and anti-corruption challenges in Libya, UNDP will team up with other partners, including the World Bank, the United Nations Office on Drugs and Crime (UNODC) and organizations from the Arab States region. While the work with the Office of the Auditor General will focus on financial accountability and the external auditing of revenue and expenditure, other priority areas of support will include policy and regulatory capacity in financial controls; internal audit, procurement and contract management; and programme evaluation and monitoring.

19. The conflict of 2011 has aggravated an already complex mine, unexploded ordnance and explosive remnants of war situation. Moreover, significant numbers of weapons are in the hands of the brigades and civilian population. The United Nations Mine Action Service has deployed a joint mine action team to coordinate bilateral support. UNDP will buttress implementation of the Support Mission mandate in this area, and will continue its institutional support to mine action so as to enhance national capacities for the control, management and destruction of land mines and other explosive remnant of war.

National priority: Commitment to the realization of democracy, transparency, rule of law and respect for human rights; achievement of transitional justice and national reconciliation.

Outcome 3. Libya successfully manages its transition to a state founded on the rule of law.

20. Working with the Support Mission and UNODC, UNDP will assist in strengthening the capacity of rule-of-law institutions such as the Ministries of Justice and Interior, the High Judicial Council, the High Judicial Institute, the Judicial Police and the Fact-finding and Reconciliation Commission, in support of ongoing national efforts to restore
justice and security in accordance with international human rights principles. While working with the Support Mission on human rights, rule of law and transitional justice, UNDP will also focus on access to justice for the conflict-affected population, including legal aid services and judicial reform. UNDP will prioritize technical advice and operational services to develop the systems and capacities of those institutions. Specialized civil society organizations and the bar association will also be involved.

National priority: Revive the national and local economy and set the stage for a new economic policy.

Outcome 4. Livelihoods opportunities and economic recovery are enhanced for durable social reintegration, peace and stability.

21. UNDP will focus on employment and livelihoods creation through a local development or area-based development approach, improving local economic development opportunities and strengthening community-level planning. UNDP will work with national institutions, the private sector, civil society organizations, the World Bank and United Nations specialized agencies to encourage the creation of diverse income-generation opportunities in target communities. Interventions will include promoting a ‘green’ economy and fostering employment generation, small scale enterprises and entrepreneurship. Moreover, support will be provided for strengthening the institutional capacities of key public institutions; the private sector; and civil society organizations managing such schemes in terms of planning, implementation, and monitoring and evaluation.

National priority: Preserve natural resources.

Outcome 5. National environment management systems addressing desertification, biodiversity conservation, water management, pollution and climate change strengthened.

22. UNDP will work with Government partners, including the Environment Authority, Ministry of Agriculture, and other stakeholders, to support national policy implementation on waste management, protected area management, and water management. It will facilitate capacity assessments and the implementation of targeted capacity development for mandated national institutions. As a matter of priority, it will also provide support to the National Committee on Climate Change in developing and mainstreaming national policy on climate change.

IV. Programme management, monitoring and evaluation

23. In coordination with the Ministry of Planning, UNDP will use the direct execution modality as a transitional measure. The Ministry of Planning and UNDP will periodically consider the return to national execution as the preferred modality. Accordingly, capacity development of national counterparts and their involvement in design, implementation, monitoring and evaluation will remain a priority.

24. UNDP played a critical role in the overall United Nations response to the crisis. It has started to boost its internal programme and operations capacity to respond to the increasing demand and new challenges, including through closer engagement with its regional and global facilities; temporary surge support; and exchange of resources, experience and knowledge with other countries. UNDP participates in the civilian capacity initiative for added flexibility in order to respond to government requests, in line with the recommendations of the independent review of civilian capacities in the aftermath of conflict (A/66/311-S/2011/527). Special care will be taken to embed expertise in national authorities for greater impact and transfer of knowledge. Fast-track modalities will be applied, where necessary, to increase the pace and effectiveness of delivery. As of January 2012, UNDP implemented the International Public Sector Accounting Standards (known as ‘IPSAS’) for enhanced accountability and transparency in financial reporting.

25. Management, monitoring and evaluation are grounded in UNDP programme and operation policies and procedures, including quarterly progress reviews, joint annual reviews, and programme outcome evaluations. Continuous monitoring and feedback will be ensured at every stage of programme and project design and implementation.
UNDP will increase its capacity for improved results-based management and country programme monitoring with periodic project board meetings and annual programme reviews with the Ministry of Planning. It will assist partner institutions in establishing systems for collecting standardized, reliable development data, disaggregated by sex and age, as an integral part of interventions. The present revised country programme document recognizes the central role of civil society, including youth and women, in the transition, and includes gender-specific targets where possible.
## Annex. Results and resources framework

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<td>1. Active citizen participation facilitates the democratic transition of the nation.</td>
<td>Democratic governance (elections, civic education and CSO development, women’s empowerment and participation)</td>
<td>High National Electoral Commission (and successor body) safeguard the electoral and referendum processes. National congress (and successor legislature) established and empowered to deliver on their mandates, particularly the new Constitution and corresponding legal reform.</td>
<td>UNSMIL provides the United Nations lead on elections, constitutional processes, and national congress support, with UNDP, UNOPS and IOM contribution. Nascent CSO sector will play an increasing role in civic engagement.</td>
<td>Provision of technical expertise, operational and advisory services, networking and advocacy to support democratic processes and capacity development of the new legislature. Nationwide civic education and CSO development.</td>
<td>Indicators: (a) Transitional authorities have managed fair and inclusive democratic processes; (b) Percentage of civic engagement and monitoring activities of democratic processes implemented by CSOs, with specific focus on women and youth. (Disaggregated data for these indicators to reflect varied participation). Baselines: (a) National congress replaces NTC and launches democratic processes in 2012; (b) Most CSOs are newly formed and lack funding; their involvement is ad hoc. Targets: (a) Organizational, management and operational capacities are in place to manage transitional democratic processes; (b) Thirty per cent of civic engagement and monitoring activities are implemented by CSOs during the transitional phase.</td>
<td>Output 1: National capacities (state and civil society) are strengthened to manage fair and inclusive transitional democratic processes.</td>
<td>Regular (government cost-sharing): $7,500,000 TRAC 3 $ 339,500 Other: $11,660,500</td>
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<td>2. Central and local government authorities are strengthened to provide better public services to citizens.</td>
<td>Democratic governance (institutional strengthening/capacity building, and transparency/accountability), and crisis prevention and recovery (mine action).</td>
<td>Government implements comprehensive institutional development programmes leading to improved, performance, public accountability and service delivery. The mandated organizations for mine action and light weapons control are operational.</td>
<td>UNSMIL provides coordination support, including on mine action and small arms control.</td>
<td>UNDP provides programmatic, technical and policy support to support national and sub-national institutional strengthening, including on mine action and small arms control.</td>
<td>Indicators: (a) Partner institutions are delivering basic services in a transparent and accountable manner (gender-disaggregated data fused or this indicator); (b) LMAC is carrying out mine action and small weapons control according to international norms and standards. Baselines: (a) Public institutions suffered from weak leadership, capacity and accountability in delivering basic services; (b) LMAC newly established and needing support in capacity-building. Targets: (a) All partner institutions have established necessary systems to deliver on their mandates in a transparent and accountable manner; (2) LMAC has established systems to carry out mine action and small weapons control.</td>
<td>Output 2: Performance of key public institutions is strengthened to deliver basic services and adopt anti-corruption measures. Output 3: Institutional and human capacities developed for mine action.</td>
<td>Regular (government cost-sharing): $6,000,000 Other: 2,500,000</td>
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<td>3. Libya successfully manages transition to a state founded on the rule of law.</td>
<td>Democratic governance (rule of law, human rights and transitional justice).</td>
<td>Ministries of Justice and Interior provide leadership and coordination of the institutional reforms required for the new period. The fact-finding and reconciliation commission becomes operational.</td>
<td>UNSMIL provides leadership, in supporting the rule of law, human rights and transitional justice. Complementary joint programming is pursued with other United Nations organizations such as UNODC and IOM.</td>
<td>UNDP provides comprehensive multi-year support to key rule-of-law institutions in coordination with UNSMIL and other United Nations organizations. CSOs and the bar association will also be involved.</td>
<td>Indicators: (a) Percentage of cases adjudicated increases consistently over time as a sign of improved efficiency of the judicial system as whole, including legal aid services; (b) The fact-finding and reconciliation commission is operational and implementing different national reconciliation processes. (Gender-disaggregated data used for these indicators). Baselines: (a) The large number of cases awaiting judgement is a growing concern, especially with allegations of ill-treatment of prisoners and historical lack of public confidence; (b) The Government has recently adopted the decree on establishing the foundation of national reconciliation and transitional justice that sets the foundation</td>
<td>Output 4: The capacity of rule-of-law institutions is developed to restore justice and security in accordance with international human rights principles. Output 5: Implementation of transitional justice processes is launched according to national consensus and international standards.</td>
<td>Regular (government cost-sharing): $4,000,000 TRAC 3 $ 400,000 Other: $2,600,000</td>
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for transitional justice and the appointment of a fact-finding and reconciliation commission.

**Targets:** (a) Twenty per cent increase in adjudicated cases per year; (b) The fact-finding and reconciliation commission has established transparent systems to deliver on its mandate in accordance with international standards.

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**National priority:** Revive the national and local economy and set the stage for new economic policy.

**UNDP country programme outcome 4.** Livelihoods opportunities and economic recovery are enhanced for durable social reintegration, peace and stability.

**Related strategic plan focus areas:** Crisis prevention and recovery (livelihoods and economic recovery)

| A nationally agreed economic development plan and/or reintegration plan is agreed. | The international community provides seed funding and expertise on civilian reintegration and economic recovery. | In coordination with UNSMIL, the World Bank and FAO, UNDP supports national counterparts for economic recovery. | Indicator: Number of direct beneficiaries, including conflict-affected community members and marginalized groups such as IDPs, youth and women are provided with income-generation opportunities (disaggregated data used to reflect these groups). Baseline: Statistical data is scarce. According to the warriors’ affairs commission, the number of male ex-combatants needing reintegration is between 200,000 and 250,000. Target: At least 10,000 Libyans are provided with income-generation opportunities (disaggregated data used to reflect these groups). | Output 6: Institutional and socio-economic capacities developed to promote socio-economic recovery for lasting peace and stability. |

**National priority:** Preserve natural resources.

**UNDP country programme outcome 5.** National environmental management systems addressing desertification, biodiversity conservation, water management, pollution and climate change strengthened.

**Related strategic plan focus areas:** Environment and energy (sustainable development and climate change)

| Environmental authority provides leadership in developing and adopting environmental policies and strategies. | Technical and financial support through GEF. | Institutional strengthening on pollution, water management, biodiversity conservation and climate change. | Indicators: (a) Number of policy instruments adopted for addressing environmental issues, including climate change; (b) Number of national institutions provided with adequate knowledge and systems for environmental management. Baselines: (a) Lack of policy instruments and strategies to address environmental issues, including climate change; (b) Need to develop institutional capacities for implementing environmental policies and strategies. Target: (a) Two environmental policy instruments developed in a participatory manner, including the national strategy on climate change; (b) At least two institutions implement targeted capacity development strategies. | Output 7: Policy framework developed for addressing environmental issues, including climate change. Output 8: Technical and operational capacity of key environmental authorities developed for implementing environmental management policies and strategies. |

**Regular (government cost-sharing):** $6,000,000

**Other:** $2,000,000

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**Abbreviations and acronyms used in annex table**

- CSO – civil society organization
- FAO – Food and Agriculture Organization
- IDP – internally displaced person
- IOM – International Organization for Migration
- LMAC – Libyan Mine Action Centre
- NTC – National Transitional Council
- UNSMIL – United Nations Support Mission in Libya