



United Nations Development Programme  
برنامج الأمم المتحدة للتنمية

Country: Libya



Project Document 5 March 2012

<b>Project Title:</b>	Libya Electoral Assistance Project (LEAP)
<b>UNDAF Outcome(s):</b>	n.a.
<b>Expected CP Outcome(s):</b>	n.a.
<b>Expected Output(s):</b>	Enhanced capacity of the HNEC for Libya Voter/civic education Enhanced Access to and participation in electoral process Enhanced capacity of Civil Society and Media in the electoral process
<b>Executing Entity:</b>	UNDP
<b>Implementing Agencies:</b>	Direct implementation by UNDP as a part of UNSMIL-led integrated team, under Libyan primacy and ownership. UNOPS as implementing partner
<b>Key Responsible Parties</b>	The High National Electoral Commission

**Brief Description**

The Libya Electoral Assistance Project (LEAP) is designed as an integral part of the United Nations electoral assistance to the Libyan High National Electoral Commission (HNEC). UN assistance to the HNEC will be led by the UNSMIL electoral assistance team under the ultimate authority of the Special Representative of the Secretary General (SRSG) to Libya. Within this framework LEAP will assist the National Transitional Council (NTC) and the future interim government on a roadmap to elect the structures of government during the transitional period. The transitional period covers: a) the initial elections to the 200 member National Congress; b) the referendum on a permanent constitution, and; c) the general elections following adoption of the permanent constitution. In addition, local elections may also take place during the transitional period. Support will be provided in five phases – one phase for each of the two elections, one phase for the referendum, and two review phases, one after the National Congress Elections and the other after the General Elections. The work in support of the transitional electoral processes will be provided by multiple international organizations and UN agencies under Libyan ownership. Activities will be carried out according to approved work plans by HNEC and with full consent from the HNEC. The budget is indicative and signing of this document does not commit the Government of Libya to cover the unfunded budget.

Programme Period:	2011 - 2014
Key Result Area (Strategic Plan)	_____
Atlas Award ID:	_____
Start date:	March 2012
End Date	December 2013
PAC Meeting Date	
Management Arrangements	UNDP DIM

Total resources required	US \$ 19,859,075
Total allocated resources:	
Other:	
○ LRTF	\$1.2m
○ GPECS/Spain	\$1m
○ Government	
Unfunded budget:	\$17,659,075

Agreed by High National Electoral Commission

Agreed by UNDP:



## **SECTION 1: SITUATION ANALYSIS**

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### **1.1 Background**

After several months of armed conflict in Libya, the National Transitional Council (NTC) issued the Constitutional Declaration on August 3, 2011 which serves as an interim constitution and commits to: (1) establish an interim government within 30 days; (2) adopt electoral legislation and establish an electoral management body within 90 days; and to (3) hold elections for a National Congress within 240 days, to give democratic legitimacy to a new government and the body which will draft a permanent constitution.

On September 16, 2011 the United Nations Security Council Resolution 2009 (2011) established the UN Support Mission in Libya (UNSMIL), a political mission to support the country's new transitional authorities in their post-conflict efforts which range from assisting the Libyan authorities in restoring public security and the rule of law, promoting inclusive political dialogue and national reconciliation, to helping the NTC embark on the drafting of a new constitution and laying the foundation for elections. Specifically, the Resolution encourages the NTC to implement its plans "to ensure a consultative, inclusive political process with a view to agreement on the constitution and the holding of free and fair elections." UNSMIL is also mandated to help the Libyan authorities extend State authority, including through strengthening emerging accountable institutions, restoring public services, promoting and protecting human rights, particularly for vulnerable groups, and supporting transitional justice.

On October 23, 2011, three days after the capture and killing of Colonel Ghadhafi, the NTC announced the Declaration of Liberation. The Mission has been engaging closely with members of the NTC and with its legal and political sub-committees on the electoral process since the beginning of its mandate.

A needs assessment was conducted by the UN at the time of the declaration (Libya Coordinated Needs Assessment - LCNA) is available as an internal UN document, but the consultations are continuing. Nevertheless, it is clear from the LCNA that the NTC, the government and other Libyan stakeholders consider elections as one of the priority areas of assistance.

The LCNA summarized the situation in Libya as follows: "The last open election in Libya was in 1952 (and was limited to male voters over 21) and there was little scope for democratic debate under the former regime. Thus there is limited experience with democratic principles for conducting elections. The legal framework for elections, and the appointment of an election commission, is pending. With relatively large number of Libyans living overseas, the question whether they should be eligible to participate in the election process and how needs to be addressed. Some political groupings are coalescing, but there is little experience in building parties and the legal framework for party registration and conduct is not in place. Although there is growing interest in electoral processes, and movement towards a more representative form of government, (including interest in domestic observation) civil society is at best nascent."

The October Declaration of Liberation provided a clear vision for political transition and placed the preparations for support to the new Libyan authorities on a fast track. Despite these fast track preparations, the challenge of mounting Libya's first election in over 45 years is enormous and it is not purely technical. It includes the need to engage in a broad consultation with national and international partners, including Libya's young civil society, which will be expected to build consensus regarding the electoral system for the first election and on other key issues to be determined in electoral legislation, and to establish an electoral management body whose independence and integrity need to be established in a short timeframe to deliver a credible election.

Taking all of this into consideration, it is essential that the Libya Electoral Assistance Project is ready on the ground both with experts and resources to act quickly in response to requests for assistance with electoral preparations, even if not all project aspects are finalized.

## **1.2 Legal and Institutional Framework for Elections**

The following main extracts from the relevant documents will guide the electoral process:

### ***Constitutional Declaration***

*According to the Constitutional Declaration, Libya should conduct two elections and a constitutional referendum in the next 18 to 24 months (National Congress and first elections after the adoption of the constitution).*

**Article 30** – *“Before liberation, the national transitional council shall be completed according to what the council determines; it shall remain the council which represents the highest authority in the Libyan state and which is responsible for administering the country until the elections for the National Council.*

*After the declaration of the liberation, the national transitional council shall change its location to Tripoli; it shall form an interim national government in a maximum of thirty (30) days, and in a period of no more than ninety (90) days after liberation the Council will carry out the following tasks:*

- a. Approve an election law for the elections to the National Council.*
- b. Appoint the members of the high electoral commission.*
- c. Announce a date for the elections to the National Council.*

*Elections to the National Council will take place within two hundred and forty days (240) after the proclamation of liberation.*

*The National Council will be composed of two hundred (200) elected members, from all Libyan citizens, according to the electoral law approved to carry out the election to the National Council.*

*The National Transitional Council will dissolve upon the formation of the National Council, the oldest member of the National Council will become its President and the youngest member will become its rapporteur. During the first meeting of the National Council a president and vice-president will be elected by direct secret suffrage by majority. The transitional government will continue to carry out its tasks until the formation of an interim government.*

*The National Council will carry out the following tasks within a period not exceeding thirty (30) days from its first meeting:*

*Appointment of a prime minister who in turn will propose the names of the members of his government. The cabinet will have to be approved by the National Council before they may start to carry out their functions as interim government. The National Council will thus appoint the heads of key positions.*

*Selection of a commission which will be charged with elaborating a project of Constitution which will be called constituent commission for the drafting of the Constitution. The constituent commission will present a project of Constitution to the National Council in a time period not exceeding sixty (60) days from its first meeting.*

*The project of the constitution will depend from the National Council, which shall organize a referendum for strict (yes) or (no) answers, within thirty (30) days as from the day of consideration by the National Council; in the event that the Libyan people consent to the constitution by an majority of two-thirds, the constituent body shall ratify it as the credited constitution for the state*

*and it shall also be ratified by the National Council; if the Libyan people do not consent to the constitution, the constituent body shall be entrusted to rephrase the constitution and put it forward again in a referendum to be held within a maximum period of thirty days.*

*The National Council will prepare an electoral law according to the Constitution in thirty (30) days.*

*The general elections will take place within one hundred and eighty days (180) from the date of passing of the electoral law, and the National Council and the interim government shall supervise the process of preparing all the requirements for carrying out the electoral process in a democratic transparent manner.*

*The electoral commission (created by the National Council) will put in place all the necessary mechanisms for the conduct of elections under the supervision of the national judges and under the observation of the United Nations, regional and international organizations.*

*The National Council shall ratify the results and announce them; the parliament shall be called to convene in a maximum period of thirty (30) days. In its first session, the National Council shall be dissolved and the parliament shall perform its legislative tasks.*

*With the convening of the first session of the Parliament, the interim government will carry out its functions until a new government is selected according to the Constitution.*

The Law on High National Electoral Commission was passed on 17<sup>th</sup> January, and commissioners were sworn in on 12 February 2012 with 15 Commissioners, appointment of two commissioners is still pending. The National Congress Elections Law was issued in Tripoli on 28 January with some amendments passed on 7<sup>th</sup> February. However, until today the electoral constituencies have not been defined making implementation of certain elements of the process impossible.

Currently, the High National Election Commission is the electoral authority in Libya. Although the future electoral authority for Libya will be decided after the first elections and the HNEC might not be performing that duty, the term HNEC has been used consistently in this document to refer to the Libyan Electoral Authorities.

## **SECTION 2: STRATEGY**

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### **2.1 Project Goal and Specific Objectives**

The following goals have been considered as a part of the Libya Coordinated Needs Assessment:

- a. Support Libyan institutions to manage a constitutional reform process, and conduct credible elections and referenda associated with the political transition, in a manner which meets the expectations of the Libyan population and conforms to Libya's international commitments on elections, democracy, human rights and gender equality. Given women's marginalization from previous elections, and their relative marginalization within formal politics, the planning process will look at methods of ensuring women's full participation in constitutional reform and the upcoming elections.
- b. Ensure international support to the transition process is delivered in a coordinated and coherent fashion, fully respecting to the principles set forth in the LCNA process note including Libyan primacy and leadership of the process.

- c. Well before the end of the transition and under Libyan guidance, agree a framework to discuss and coordinate the process of assessing any electoral assistance that might be requested by the Libyans beyond the transition period.

In line with the coordinated assessment, the overarching goal of the Libya Electoral Assistance Project is to support relevant Libyan authorities (The Interim Government and the High National Electoral Commission) in a coordinated fashion to prepare for and conduct well-administered, transparent and credible elections that represent the will of the Libyan people and meet international best practices. Such outcome would legitimate winners, forestall post-election conflicts, and advance the commitment to democracy in Libya.

A detailed results and resources framework for the Project can be found in Section 4 of this document. The outcome of the Project is the enhanced national capacity to run inclusive elections, with specific project outputs defined as follows:

- Strengthened organizational, management, and operational capacities of the Libyan HNEC to plan, prepare and manage elections.
- Comprehensive civic and voter education conducted to ensure that voters, with a special emphasis on women, youth, minorities and other vulnerable groups are educated about broader principles of democracy and inclusive elections, and informed about their right to vote.
- Media strengthened to provide factual and balanced reporting on political competition, technical electoral processes including clear and timely information about where, when and how to vote.
- Access to and participation in electoral process by vulnerable groups, including women, youth, minorities, and other groups in rural and urban areas.
- Capacity of the Libyan HNEC to conduct media monitoring.
- Capacity of the Libyan relevant legal institutions or commissions to plan for, develop and deliver an effective dispute resolution mechanism and process electoral complaints in a timely and effective manner.
- Strengthened capacities to plan for electoral security
- National groups provided with access and information to observe all aspects of elections and thus contribute to their transparency.
- Political entities and candidates, inclusive of women, minorities, and members of other vulnerable groups, well informed of and engaged in technical electoral processes.

## **2.2 Principal Activities**

A distinction between core (activities which directly support the HNEC and government authorities with an electoral role) and complementary electoral activities (activities in support of other stakeholders such as civil society groups, political entities, media) is made in order to allow managerial focus in providing assistance both to official institutions and to independent organizations, including those with a watchdog role.

The following activities are considered core: Support to Civic and Voter Education, Support to Electoral Dispute Resolution, Assistance with planning Electoral security , Support with Out-of-Country Voting, and Procurement. Complementary activities include Strengthening of Media, Support to Observer Group Liaison, Support to Political Party and Candidate Liaison. Although this division can help guide the managerial focus, it is not very rigid. Some complementary activities include a component where support is also provided to the HNEC as well as other national stakeholders. For example, while the HNEC will be supported with political entity/candidate registration and observer accreditation, activities in support of these stakeholders are considered complementary. Similarly, Civic and Voter Education (in particular the information about who, where, when, and how to vote), is considered a core activity, despite the fact that it will be implemented mostly by civil society, under the HNEC guidance.

In accordance with the LCNA which emphasized women's marginalization from previous elections and formal politics, LEAD activities aim to support women's participation in constitutional reform and the elections.

### **2.3 Implementation of Activities**

All activities below will be implemented by a core team of UNDP staff comprising the Project Manager who is also a Deputy Chief Electoral Advisor, as well as advisors for Civic Education, Media, Electoral Dispute Resolution, Observer and Political Party/Candidate Liaison, and a Procurement Officer. The staff levels will be reviewed and adjusted over the course of the project, and after each election (or referendum), to meet the evolving needs of the Libyan HNEC and authorities supporting the election. In addition, the core team will be supported by consultants generally deployed for a specific activity and on a short term basis. International staff will be supported by local staff including assistants, interpreters, and drivers.

The LEAP team leader will have a proven record of understanding and commitment to inclusion of gender perspectives. Where possible, the LEAP team will also include staff and consultants with expertise in advising on elections and gender which is a cross-cutting programmatic area. If gender expertise is not available within a specific area, LEAP will consult with UNDP which has a large reservoir of expertise in this area (including through UNDP's gender and elections advisors, that could be tapped for support) as well as with UN Women which has the overall lead in supporting women participation.

### **2.4 Support to Civic and Voter Education**

In order to optimize public participation in the electoral process and safeguard the democratic process, the population of Libya needs to be informed adequately of their rights and obligations, as well as electoral laws, rules, and procedures. Despite their impressive struggle for liberation that culminated in the announcement of the Declaration of Liberation on October 23, Libyans have little experience with democracy, credible elections, or with peace time technical (international) assistance.

UNDP will work with Libyan transitional authorities, the High National Electoral Commission, as well as civil society (directly and indirectly through another UNDP project) in order to organize an effective civic and voter education campaign aimed at increasing the knowledge of voters about democratic principles and electoral processes. UNDP expert support will be needed in the development, design, delivery and management of civic and voter education across Libya. There are no databases of civil society groups or indeed no experienced civil society groups in Libya with experience in the delivery of civic and voter education. This activity will therefore require a significant amount of support. However, it will be complemented and aided by the UNDP's Support to Civic Engagement in Libya's Transition (SCELT)<sup>1</sup>. While SCELT will train and assist the CSOs in the delivery of voter and civic education, among other activities, LEAP will support the HNEC in providing the content and standards for their civic and voter education efforts. A reference group will be established to assist with selection of civil society groups best positioned to deliver civic and voter education. This activity will enhance citizen's appreciation of their role and confidence in the electoral processes. A diagrammatic overview that demonstrates the complementarity of the functions of the LEAP project, versus those of the SCELT project is provided as an Appendix to this Project document.

As the first step in this activity, UNDP will conduct an assessment of the Libyan context to take into account the needs at all levels, including the regional one. The second step of this activity will consist of the development of a public outreach strategy, which will focus on combining voter education with civic education to cover broader aspects of elections such as the meaning of democratic elections. Based on the strategy developed, the appropriate methodology for communication will be selected. The strategy will be agreed among all of the partners and it will be implemented in a cohesive manner, under the HNEC guidance. In the provision of services as part of the strategy, the project will act in consultation and agreement with the HNEC but taking note of UNDP/UNOPS

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<sup>1</sup> SCELT was set up to assist with the emergence of a new citizenship in Libya, a paramount ingredient to a peaceful and successful transition to democracy. The SCELT is initially planned for 12 months but provides a long-term strategic framework that can sustain a longer-term implication.

guidelines. Finally, messages will be developed, produced, and delivered through specific means of communication to reach all target audience including general public, minorities, women, civil society, youth, interim authorities, journalists, etc.

To address women's marginalization from electoral and political processes, LEAP will support the new HNEC in designing the public outreach strategy in a way that takes women into consideration. LEAP will also support the HNEC in developing specific activities and messages to reach women, and which can also be delivered by women. The project will also be monitored and evaluated. Project indicators will be developed in a way that separates results by gender.

*Specific civic and voter education activities will include:*

- Undertake an immediate baseline survey and subsequent interval surveys to assess public understanding of elections prior to and throughout the implementation of planned activities. Survey results should be segregated by gender.
- Support the HNEC to develop, produce and distribute voter education and public information messages and materials on the electoral process
- Assist the HNEC in all administrative regions in coordinating stakeholder forums and events
- Coordinate civic and voter education small grants fund implemented by the SCELТ Project. Assist the HNEC in ensuring that the messages are consistent, and that the scheme includes grants dedicated to CSOs with gender focus.
- Establish a mechanism to facilitate and coordinate civic and voter education among the HNEC, CSOs and other stakeholders using regular coordination forums, conferences, briefings, etc.
- For each activity, ensure that women and minorities are considered when conducting surveys, developing messages and awarding grants to CSOs.

The activities are expected to result in enhanced public understanding of the electoral process, strengthened capacity of fledgling CSOs, associations and groups selected for delivery of information on democratic and electoral processes.

## **2.5 Strengthening of Media**

An independent and effective media is a prerequisite for successful electoral democracy. With its long history under a strict dictatorship, Libya's media do not have the experience of democracy or freedom of expression and are in need of significant strengthening. There is an absence of a culture of reporting on electoral processes. Therefore, opportunities must be created for the media and the HNEC to understand their respective and complementary roles during the critical period of campaigns and elections. The media and the HNEC both have roles to play in ensuring there is public confidence in the electoral process.

The capacity to inform on policies and actions of the government and public institutions enables the population not only to participate but to make informed decisions and choices during elections. The role of the media in the electoral process could be constructive and it is important to maintain that role with a view to maintaining peace. The high political stakes that often accompany electoral competition tend to generate tension and so assisting media to understand the process and to report on it fairly, objectively and responsively, as well as to provide balanced coverage of all contestants, is essential. Trained journalists can improve the quality of reporting and media monitoring reports can provide useful insights to the HNEC.

As the key activity in support of the media, LEAP will coordinate journalist training with the European Union (EU) to enhance the quality, accuracy and balance of elections-related reporting and to contribute to the creation of an informed electorate. Training could include both elections-related training for journalists and placement of experts in the media houses for mentoring purposes to build their capacity in general reporting.

The second key aspect will be the support to media monitoring program (unless a body separate from HNEC is tasked with this) which can produce independent analysis of the print and electronic coverage of the elections. The media will be monitored for hate speech and incitement of violence. Regular media monitoring shall begin soon after the establishment of the HNEC and end two months after the conclusion of each election exercise.

The monitoring program will cover the content of electronic and print media in order to assess:

- Fair access to the media for all contestants
- Type of coverage by the media to detect potential bias
- Follow up of the compliance with rules and regulations on the media
- Coverage of gender-related issues by the media
- Accuracy of the factual information regarding the elections.

Quantitative reports on the monitoring will be provided on a regular basis with a possible increase during critical election activities such as voter registration or political campaign. All of the information will be shared with the HNEC in a timely manner to address the problems identified in the reports.

The third key aspect to strengthening the media will include the establishment of the media center(s). Media centers usually serve to facilitate the work of journalists as pertains to elections and as publically accessible hubs for general population to be informed and educated about electoral processes. UNDP has significant experience in facilitating the establishment and running of election media centers in a number of similar post-conflict and transitional contexts.

*Specific media strengthening activities will include:*

- Developing the capacity of the HNEC to coordinate activities with the media and conduct media outreach as part of its overall responsibility to inform the public of its activities.
- Assessment of the Libyan media (a component of civic and voter education assessment)
- Establishment of media monitoring staff and material capacity;
- Establishment of media center(s).
- Training of journalists on electoral reporting.

LEAP will act in accordance with the provisions that govern the media and information related to the election. These provisions will act as the guiding principle for the media component, and relevant clauses will be included in this project document once available. Media strengthening will be conducted in close cooperation with the European Union (EU). In particular, the EU will take the lead on activities such as training of journalists on election reporting and legal framework for appropriate speech, whereas LEAP will lead the establishment and running of the media center and other related activities. Detailed division of responsibilities between the EU and UNDP will be finalized as a part of the ongoing consultation process and added to the project description.

## **2.6 Support to Electoral Dispute Resolution**

Electoral processes are complex operations that involve many elements and stakeholders. They inevitably generate disputes especially in a post-revolution context such as the one in Libya. Establishing and applying an effective electoral dispute resolution system is a crucial component of credible elections.

Electoral disputes arise at any stage of the electoral process/cycle and they refer to any of its components, for example voter registration, the nomination of candidates, voting, and counting. While much emphasis in the work of an electoral institution is given to electoral preparations, voting procedures and operations, normally the field of



electoral dispute resolution is not given the same level of attention and critical analysis. The manner in which electoral disputes that may arise in an electoral process are investigated and adjudicated has a crucial impact on the credibility (both perceived and real) of an electoral process and the legitimacy of the body administering that process, including judiciary.

The Libyan authorities and United Nations recognize that the establishment and implementation of an effective complaints mechanism represents a crucial component of credible elections.

*Specific electoral dispute resolution activities will include:*

- Engaging experienced international specialist under the project to help develop concepts and procedures, and to assist with implementation.
- Additional support closer to an election date to help with the implementation of an EDR/complaints mechanism.
- Training of relevant Libyan legal professionals in complains and appeals process.

## **2.7 Assistance in Development of Joint Electoral Security Plan**

The key responsibility for providing security for the electoral processes lies with the national security forces. However, input from, as well as close communication and coordination with, the HNEC is essential to enable proper and effective security planning. Both sides, the national security forces and HNEC, should be empowered to conduct that task. An effective working relationship between the security bodies and the HNEC is required to provide security for registration sites, campaign events, polling locations, warehouses and the escort of all movements of sensitive materials. Based on its operational plans the HNEC will develop guidelines to create a joint electoral security plan, which should guide the subsequent conduct of electoral security planning.

The UNSMIL Police Section will support the training of Libyan security forces on different aspects of their work. Within general police training it is also important to provide background on the electoral process in order to enable them to take the lead on the joint security planning. Under the guidance of UNSMIL Police Section, LEAP will provide assistance to electoral security by recruiting specialists for the integrated team who will enhance the training and support of the joint planning effort.

## **2.8 Support with Out-of-Country Voting**

The LCNA concluded that a mechanism for electoral participation for Libyans living abroad should be considered given their numbers and the fact that their inclusion would account for a more inclusiveness and transparent elections. Additionally, the process would allow Libyans abroad to demonstrate their allegiance and support to the democratic processes in Libya.

While the detailed mapping of the size, location, and the degree of political organization of the Libyan diaspora is still needed to facilitate an assessment by Libyan authorities of the desirability of Out-of-Country Voting (OCV) for Libyans abroad, OCV mechanisms and establishing potential countries for OCV operations will be determined by the Electoral authorities.

OCV operations tend to be costly and limited funds for this area have been included in the budget.

## **2.9 Support to Domestic Observation Liaison**

The sustained monitoring of all phases of the electoral process by election observers is necessary for transparency of elections and informed assessment of the conduct of the elections, as well as for democratic transition and

development. In addition, independent observation is a critical component of a credible election process. However, it requires significant resources to plan, manage, accredit, train, coordinate and debrief observers.

Libyan civil society has no history of active engagement in election observation, and CSOs need to build considerable experience in this field. Building observation capacity of civil society organizations in Libya to observe election will be led by the National Democratic Institute for International Affairs (NDI).

However, assuming the future legal framework permits the presence of authorized election observers in and around voter registration centers, polling stations and other election facilities and processes during the registration, polling and counting, LEAP will support the HNEC in accreditation of domestic observers, and regular provision of information about and access to the electoral processes.

LEAP will also support the HNEC and NDI in training and deployment of observers.

Election observation by regional and international observer groups will be led by EU. LEAP will support the process by assisting the HNEC with accreditation of international observers, if required.

### **2.10 Support to Political Entity and Candidate Liaison**

Political parties and candidates are another important stakeholder in elections and it is essential that they understand the legal framework for elections and how it can impact them. Certain aspects of legal framework, such as gender or minority quotas for the entity registration, may be particularly difficult to understand, if applied. LEAP will support the Libyan HNEC in liaising with political entities and candidates on such technical electoral aspects. As regards women representation and women candidates, LEAP will work closely with UN Women to reach women candidates and provide required technical support. Particular emphasis will be placed on thematic advice on the application, in the electoral context, of Libya's international commitments concerning gender equality, minorities, IDPs and refugees.

LEAP can also play an important role in assisting the HNEC to engage in regular outreach to the entities and candidates by providing regular and timely access to information and by engaging them in voter outreach. Examples include encouraging candidate and entity supporters to register and vote, or to refrain from violence during the campaign and throughout the electoral cycle.

It is important to note that the Libyan HNEC or LEAP will not be engaging in supporting activities such as political party and candidate development, which are typically supported by organizations such as NDI or International Republican Institute (IRI).

### **2.11 Procurement**

UNDP will procure all materials for UN staff. With no history of election operations, Libyan authorities will also need to procure everything, including:

- ✓ infrastructure for electoral offices (locations, information technology hardware and software, network equipment, etc.)
- ✓ training materials
- ✓ voter registration kits and voter registration forms
- ✓ polling materials possibly including polling kits, ballot boxes, ballots
- ✓ data entry center materials

This will be a challenging and time-consuming task conducted on a difficult timeline. Support from UNDP and potentially UNOPS and other international partners will be essential, as accusations of mishandling in procurement activities have undermined electoral credibility in other transitional electoral processes.

If the integrated team is required to procure electoral materials for and on behalf of Libyans this will be best done by UNDP which has foreseen a beefed up procurement unit in its SURGE plan to anticipate the increasing need for a large procurement volume, and has preapproved fast track procedures.

## **2.12 Key Assumptions**

- According to the Constitutional Declaration (Article 30), Libya should conduct two elections and a constitutional referendum in the next 18 to 24 months (National Congress and first elections after the adoption of the constitution).
- According to the LCNA “transitional period” will cover the first elections for National Congress, the referendum on a permanent constitution and the elections following adoption of the permanent constitution.
- Liberation was announced on October 23, 2011, 240 days after will be June 20, 2012. Based on Article 30, the referendum on the permanent constitution could take place at the end of November 2012 and the next election in August 2013 (this allows for a repeat referendum, and accounts for election taking place after Ramadan 2013).
- The electoral project must continue at least long enough to help finalize election results and dispute resolution processes and to assist with the stabilization of the High National Electoral Commission after a demanding first series of election in the context of democratic transition.

## **2.13 Project Timelines**

The project is conceived in five phases:

- I. Operational phase of the National Congress Election (March - June/July 2012)
- II. Evaluation phase of the National Congress Election, lessons learned and review (July/August 2012)
- III. Operational phase of the Referendum on a permanent Constitution (August – December 2012)
- IV. Operational phase of the General Election (January – August 2012)
- V. Evaluation phase of the General Election (September – October 2012)

Refer also to the table on the following page which provides the key stages in the life of the project in support of the transitional process:

Activity	2011			2012				2013			
	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4
<b>Political Timeline</b>											
Constitutional Declaration, August 3											
Liberation, October 23											
Transitional National Government, November 23											
Electoral Framework/Draft Law (+90 days), Jan 23											
HNEC (+90 days)											
Election Date announced (+90 days)											
<b>National Congress Election (+240 days)/Dissolve NTC</b>											
RAMADAN 2012, July 20 - August 18											
First National Congress Meeting, End of July?											
Interim Government – PM and key positions (+30 days) End of August?											
Constituent/Constitution Drafting Commission (+ 30 days)End of August											
Draft Constitution (+60 days/1st meeting) presented to NC, End of Sep.											
Consideration of Draft Constitution by NC, End of October if 30 days?											
<b>Referendum (+ 30 days from above) End of November?</b>											
Results of Referendum (how long? 1 week or less?) Early December?											
NC to rephrase (if Ref. rejected), Early January?											
Electoral Law (Referendum +30 days) Early January?											
Electoral Law (if referendum rejected, repeat ref. + 30 days) Early Feb?											
RAMADAN 2013, July 9 - August 7											
<b>General Election (Electoral Law + 180 days), August 2013</b>											
<b>Operational Timeline</b>											
Project Start											
Strategic and Operational Planning Begins											
Boundary Delimitation											
<b>Civic and Voter Education Begins</b>											
Coordination of small grants award/ w SCELТ											
OCV Contract											
Registration of Contestants											
<b>Voter Registration</b>											
Voter List Display & Update											
Campaign Period											
OCV Ops (same day registration & voting?)											
Support with Electoral Dispute Resolution/Complaints											
<b>National Congress Election</b>											
Support with Counting and Results											
Preparation for Referendum											
<b>Referendum</b>											
Support with Counting and Results											
Contingency for Repeated Referendum											
Preparation for General Election											
<b>General Election</b>											
Support with Counting and Results											
Support with Electoral Dispute Resolution											

## SECTION 3: MANAGEMENT ARRANGEMENTS

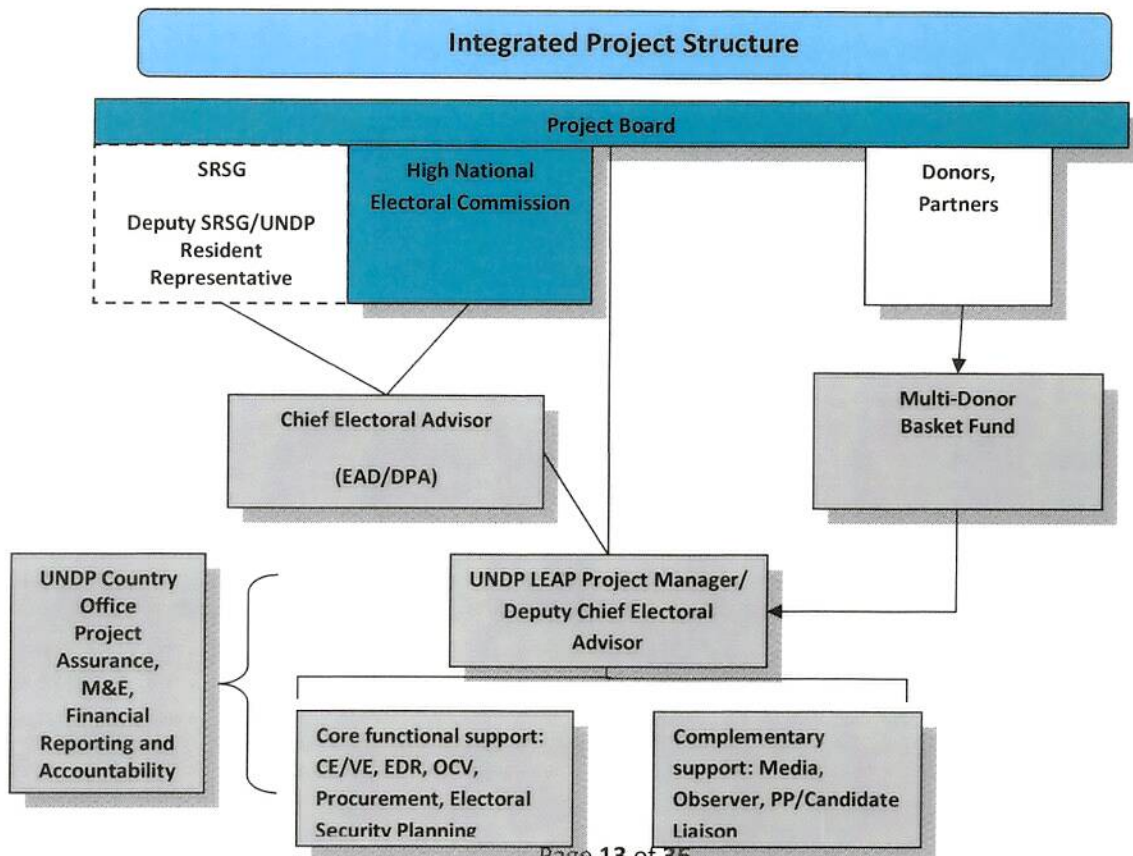
### 3.1 Project Structure

All electoral assistance in Libya will be guided by Libyan primacy and ownership, and conducted under UNSMIL leadership of the integrated UNSMIL and UNDP electoral support, which will also include other UN agencies' electoral support. Experience has shown that UNDP is well placed to manage multi-donor basket funds on behalf of the UN, with UNOPS playing an important support role in the area of logistics, security and contracting, in close coordination with UNSMIL and UNDP. Other UN agencies contributing support will include EAD/DPA, UN Women, UNHCR, UN Police and potentially others.

All essential electoral core posts are listed in the project budget and currently include approximately 37 EAD/DPA staff, 15 UNDP/UNOPS, and other UN agency staff, international consultants, and national support staff including administrative assistants, interpreters, and drivers at headquarters levels. UN staff will also provide support at the field level if requested by Libyan authorities. In addition to the UN agencies listed, the use of United Nations Volunteers (UNVs) will also be considered for the field level and included in the project budget, as required. However, only core positions not funded by EAD/DPA will be funded from the basket fund.

The basket fund will also be used to fund materials and services for the integrated team and all LEAP activities. Based on discussions with Libyan authorities, the wider international community and the UN, UNDP is best positioned to assist with the establishment of HNEC offices at headquarters and field levels, and in the areas of public outreach, in particular civic and voter education, media strengthening, procurement, electoral dispute resolution, electoral conflict mitigation, and certain special activities such as observer and political party liaison, and out-of-country voting.

**Table 1:** Libya Electoral Assistance Project (LEAP) Organization Chart



### **3.2 International Support**

The United Nations is also taking the steps to help coordinate support that may be requested from other multilateral and bilateral actors. While outside of direct UN authority, those activities will also be guided by the principle of Libyan ownership. The international partners identified and consulted by LCNA include EU, IFES, International IDEA, IOM, and NDI for technical assistance areas, and AU, Carter Center, EISA, EU, LAS, OIC, and Pan-African Parliament for election observation. A matrix prepared based on UN consultations with these potential international partners is annexed to this document and establishes various agencies' lead in programmatic areas.

### **3.3 United Nations Integrated Structure**

For UN assistance providers, all electoral assistance will be integrated in accordance with the Secretary General's Decision No.2011/23 endorsing a leadership role of the UN focal point on all electoral assistance matters and Decision No. 2010/23 noting that "All electoral assistance...will be delivered in a fully integrated manner from the outset, whether or not the mission is structurally integrated." In addition, the Libya Coordinated Needs Assessment provides that "For UN assistance providers, any electoral and constitutional advice and assistance must be provided in a fully integrated manner under the ultimate authority of the SRSG UNSMIL. No UN assistance programming can be provided without approval of the head of the UNSMIL electoral section and the SRSG. "

The relationship between the UNDP and UNSMIL electoral support staff will be one of an integrated team, under unified command of UNSMIL SRSG, co-located (preferably at the headquarters of the future HNEC) though with dual reporting lines for UNDP staff due to their fiduciary responsibilities related to both the project and fund management. Current planning envisages an integrated structure under the management of Chief Electoral Advisor, reporting to the Special Representative of the Secretary General (SRSG). The UNDP Resident Representative is also SRSG's Deputy and a part of the integrated structure. The UNDP Chief Technical Advisor and head of the LEAP will serve as a Deputy Chief Electoral Advisor of UNSMIL, also ensuring de facto integration of the UNDP and UNSMIL electoral teams (see Table 2 several pages below).

The UNSMIL team will focus on providing support in the following broad areas:

- Establishing a legal framework for elections – including the electoral system and complaints mechanisms;
- Establishing a High National Electoral Commission and deciding on its responsibilities;
- Drafting operational concepts, timelines and budgets – to include possible field structures;
- Establishing a voter registry -- possibly utilizing the current Family Book system;
- Deciding on out-of-country operations and incorporating them into the electoral framework, including issues such as eligibility criteria and procedures;
- Ensuring that electoral mechanisms are sensitive to the needs of under-represented segments of Libya's population such as women and youth.

### **3.4 United Nations Development Programme (UNDP)**

While the United Nations is planning to assist the Libyan authorities in a broad range of programmatic areas as a part of integrated team, the discussions with Libyan authorities and among the wider international community indicate that UNDP is well positioned to assist in the areas of outreach, in particular civic and voter education and civil society outreach, electoral dispute resolution, procurement, administrative and financial advice. Subject to

confirmation of specific support needs as well as detailed arrangements for UN support in Libya, the UNDP Country Office in Libya will draw jointly on BDP and BCPR elections and gender, and political party expertise and resources provided by headquarters, regional advisors and BDP's Global Programme for Electoral Cycle Support (GPECS) to enhance the quality and the effectiveness of the Libya Electoral Assistance Project (LEAP). In a similar manner, BCPR technical advisory services relating to a conflict sensitive approach and integrating preventive measures as well as joint BDP-BCPR capacities on working with political parties for capacity development, inclusiveness and dialogue can be called upon. In addition to its advisory services, GPECS supports countries for, *inter alia*, capacity development for HNECs, and empowerment of women throughout the electoral cycle. In addition, the Global UNDP Procurement Support Office (PSO) in Copenhagen may be enlisted – either through GPECS (one of the GPECS staff is embedded in the PSO), or directly – to provide procurement advisory support.

The UNDP/LEAP team will focus on providing support in the following specific areas:

- Support to civic and voter education;
- Strengthening of media, including the establishment of a media center;
- Support to electoral dispute resolution;
- Assistance in development of joint electoral security plan;
- Support with out-of-country voting;
- Support to domestic observation liaison;
- Support to political entity and candidate liaison;
- Procurement of electoral and other materials, including potentially equipment for the fledgling HNEC;
- Support to the establishment of the HNEC administrative structure and capacity

### **3.5 United Nations Office for Project Services (UNOPS)**

UNOPS will contribute to the integrated team's electoral support for the forthcoming elections in Libya in accordance with the UN's LCNA. The assistance provided will be under the overall technical leadership of the Chief Electoral Advisor and will be specifically, but not limited to, logistics, security and infrastructure aspects of the operations to facilitate the electoral processes as required at headquarters and field level. It is envisioned that this will also include the voter registration process. Furthermore, UNOPS will also support UNSMIL, UNDP and other members of the integrated team as necessary, with respect to technical assistance and requirements such as recruitment of staff, procurement of goods and services (separate to those supported by UNDP and the Libyan authorities, but as required), this may include translation/interpreter services, construction of UN and electoral facilities.

The UNOPS staff, will provide electoral support as directed by LEAP Project Manager, in the following specific areas:

- Support to logistic operations through coordination, planning and training;
- Support to information technology and communications;
- Technical assistance - Human Resources and recruitment of UN national staff;
- Technical assistance – recruitment of security and logistics personnel;
- Technical assistance – procurement of related security and logistics identified requirements and equipment and materials as required;
- Support to the establishment of required physical infrastructure for HNEC.

### 3.6 Implementation & Reporting Arrangements

The project will be directly implemented (DEX) by UNDP Libya under UNSMIL lead and with Libyan authority and ownership, and in close consultation with other project partners. UN is planning to establish an integrated UNDP/UNSMIL team – based at and operating from the main building of the High National Electoral Commission headquarters in Tripoli. Current planning envisages an integrated structure under the management of the Chief Electoral Advisor, reporting to the Deputy Special Representative of the Secretary General. The UNDP Resident Representative is also SRSG's Deputy. The UNDP Chief Technical Advisor and head of the LEAP will serve as a Deputy Chief Electoral Advisor, also ensuring de facto integration of the UNDP and UNSMIL electoral teams.

Other LEAP staff will include Legal (EDR) Advisor, Programme Managers, Operations Advisors, Logistics Advisors, Electoral Security Advisors, OCV Advisors, Public Outreach Advisor, Voter Education Advisors, Media Advisors, Graphic Designer, Gender/legal advisor, Observer and Political Party Liaison Specialists, Project Manager and Project Management Unit staff, Reporting Officers, and support staff such as assistants, interpreters, /translators, and drivers. HNEC might request provision of additional short-term and long-term advisor as the need arises.

The Deputy Chief Electoral Advisor/LEAP Project Manager reports to a Project Board, which comprises the following members:

- Project Executive: UNDP Country Director;
- Senior Beneficiary: Representative of the Libyan High National Election Commission;
- Senior Supplier: Representative/s of the international donor community contributing to the Project and Country Director of UNDP.

The Project Board is the group responsible for making - on a consensus basis - all management decisions for the project when guidance is required/solicited by the Deputy Chief Electoral Advisor/LEAP Project Manager, including recommendations for UNDP and UNSMIL approval of project revisions.

Project reviews by the Project Board will be made at regular intervals (on a quarterly basis) or as necessary when raised by the Deputy CEO/LEAP Project Manager.

In addition to his/her functions as a member of the Project Board, the Representative of the Libyan HNEC (a senior official at Commission level) serves as the main focal point for any implementation issues arising from the Project, interacting on a regular basis with the Deputy CEO/LEAP Project Manager and the members of the LEAP Team, and providing strategic advice on any programmatic issues.

In addition to the Project Board, and to ensure effective implementation and oversight, a Project Advisory Committee (PAC) may be constituted, if the electoral authorities so wish, with members as follows:

- Libyan HNEC Chief Commissioner (Chair)
- UNSMIL and UNDP Representatives (Co-Chairs)
- Donor representatives
- Secretary of Libyan HNEC, Member-Secretary
- Others stakeholders, as appropriate.

The PAC may be asked to (a) provide strategic guidance to the project in the formulation and review of annual workplans, budget allocations and setting of annual targets; (b) review policy matters pertaining to the project, the



electoral process, and broader electoral assistance; and (c) consider emerging issues and needs, and provide advice and feedback to the Project Board.

Participation in the PAC will be, in principle, at level of Ambassador or head of agency. Other participants may be invited by the co-chairs after consultation with the members of the group.

The Secretary of the Libyan HNEC will be responsible for organizing the PAC meeting. The PAC will meet every six months and more frequently during peak election periods.

All members of the PAC are expected to be permanent so as to ensure continuity.

To support the LEAP Team in the implementation of assistance activities provided under the Project, UNDP also deploys short-term and long-term consultants, as required.

As already highlighted in other sections of this document, due to continuously evolving political environment and the transitional setting in Libya, a flexible management arrangements will be used to implement the Project.

Upon reaching a consensus, the Project Board could modify, refine, review and expand any of the various project activities identified and described in this document.

The Project will also provide for the establishment of at least one (possibly more closer to each electoral event) coordination forum to be chaired by the Libyan HNEC and comprised of donors and international organizations already providing support to the electoral process, such as IFES, IIDEA, IOM and other international organizations. The forum will foster inclusiveness and provide a platform for consensus building, permitting cohesion, integration and coordination of all the international donor community's financial, material and technical contributions and assistance to the election process, maintaining an overall control of the process and its eventual success. The main coordination forum will hold review meetings and informative sessions every 6 months to examine assistance activities according to priorities and needs, to evaluate progress made in the implementation of the Project. Additional coordination forums/meetings will be set up closer to each electoral event.

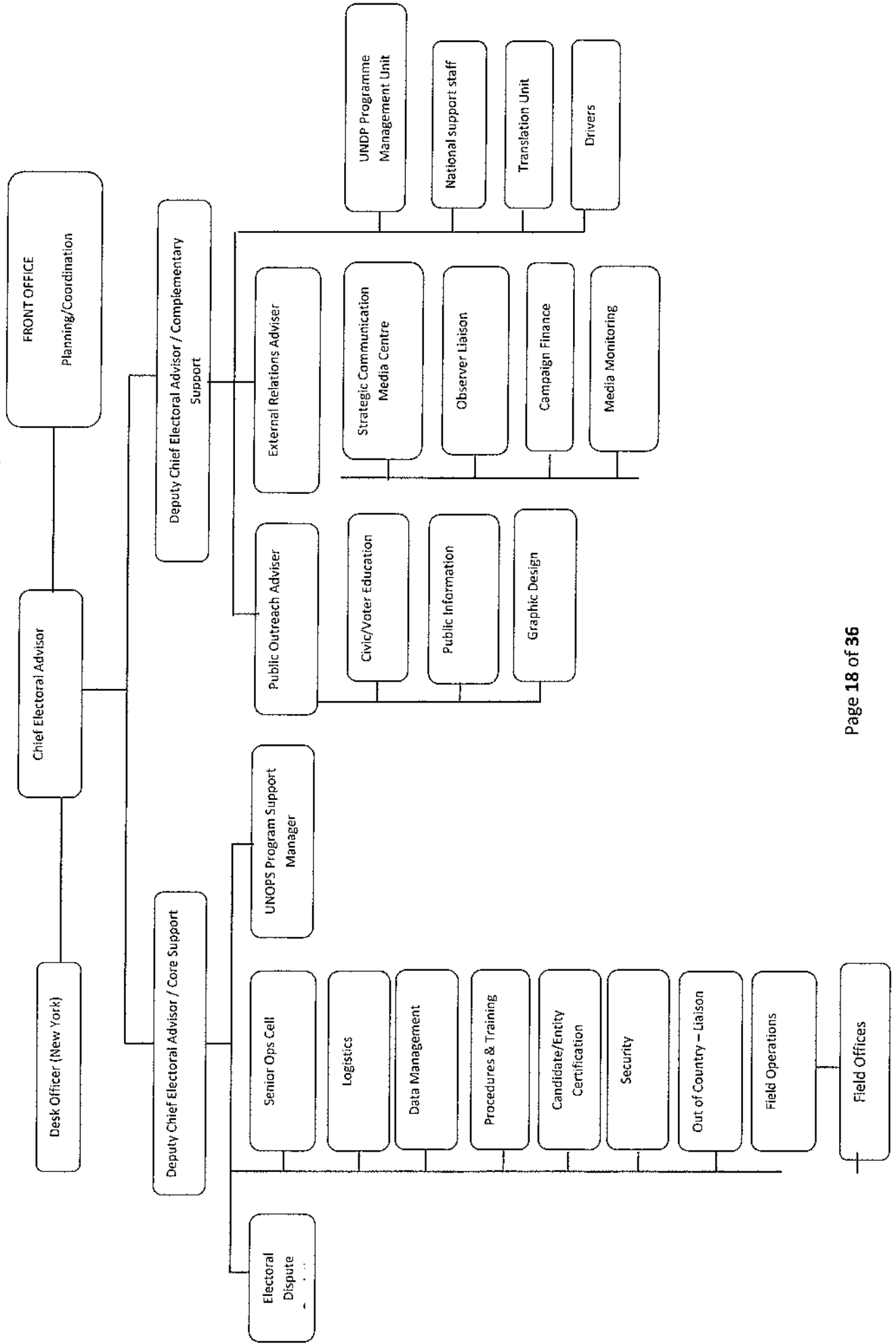
The LEAP and the Libyan HNEC will jointly produce quarterly progress and financial reports in compliance with standard UNDP procedures and format, and/or as required by the UNDP Country Office. UNDP LEAP will deliver monthly, quarterly and annual status reports covering programmatic issues to the Project Board. These project progress updates will also be regularly disseminated among the international donor community.

Budget revisions will be processed when deemed necessary to ensure financial monitoring effectiveness and accuracy in project accounts.

### **3.6 Project Financing**

To develop a positive synergy among activities of the different partners, a common financing mechanism known as a "Basket Fund," has been established to ensure coordination of electoral assistance activities. Financial contributions by the donors are combined in this mechanism for coordinated programming and disbursement.

**Table 2: Integrated Electoral Support Team, including LEAP**



## SECTION 4: PROJECT RESULTS AND RESOURCES FRAMEWORK

<p><b>Intended Outcome as stated in the Country/ Regional/ Global Programme Results and Resource Framework: n.a.</b></p>
<p><b>Outcome indicators as stated in the Country/ Regional/ Global Programme Results and Resources Framework, including baseline and targets. N.a.</b></p>
<p><b>UNDP Corporate Plan:</b> Democratic Governance – (Electoral Systems and Processes)</p>
<p><b>Partnership Strategy:</b> The key partners and recipients of technical assistance are the High National Electoral Commission and transitional authorities supporting the electoral processes. However, strong partnerships have been developed with a wider range of stakeholders, including Libyan civil society, women’s groups, minorities, youth groups, media, political entities and domestic observers, in particular with regard to confidence-building and public awareness exercises. The project also fosters a strong relationship with international donors and partners such as the European Union, International IDEA, IFES, IOM, NDI and others on substantive activities.</p>
<p><b>Project title and ID (ATLAS Award ID):</b> Libya Electoral Assistance Project (L.EAP)</p>

Intended Outputs	Specific Electoral Event	Indicative Activities	Responsible parties	Indicators
<p>(1) Strengthened organizational, management, and operational capacities of the High National Electoral Commission for Libya to plan, prepare, conduct, and manage</p>	<p>2012 National Congress Election (Jun.) Referendum on Permanent Constitution (Nov.)</p>	<ol style="list-style-type: none"> <li>1. UN staff provides day to day advice and mentoring services to a new Libyan HNEC</li> <li>2. Administrative establishment of a new HNEC</li> <li>3. Training of new HNEC staff on electoral systems</li> <li>4. Purchase, lease, and establishment of electoral infrastructure (HNEC offices, equipment, software)</li> <li>5. Assistance with drafting of a strategic plan, and operational plans for voter registration, political entities/candidate registration, etc.</li> <li>6. Training of HNEC staff in voter registration, polling procedures, results processing, etc.</li> <li>7. Establishment of VR locations, training in</li> </ol>	<p>UNDP, UN EAD, UNOPS, UN Women, Libyan HNEC, EU and other donors.</p>	<p>Baseline: no HNEC, staff or physical infrastructure</p> <p>Strategic plan</p> <p>No. of staff trained</p> <p>No. of offices, VRCs, PS set up with UN assistance</p>

Intended Outputs	Specific Electoral Event	Indicative Activities	Responsible parties	Indicators
elections.		<p>registration procedures, and creation of a database/list of Libyan voters</p> <p>8. Establishment of polling stations, training on polling procedures and processing of results.</p>		
	<p><b>2013</b></p> <p>General Election (Aug.)</p>	<p>Repeat activities above for general elections</p>	<p>EU and other donors</p>	
<p>(2) Comprehensive civic and voter education conducted to ensure that voters are educated about broader principles of democracy and inclusive elections, and informed about their right to vote, as well as where, when and how to vote.</p>	<p><b>2012</b></p> <p>National Council Election (Jun.)</p> <p>Referendum on Permanent Constitution (Nov.)</p>	<p>1. Undertake an immediate baseline survey and subsequent interval surveys to assess public understanding of elections prior to and throughout the implementation of planned activities.</p> <p>2. Support the HNEC to develop a comprehensive public outreach strategy.</p> <p>3. Support the HNEC to develop, produce and distribute voter education and public information messages and materials on the electoral process.</p> <p>4. Assist the Election Management Body in all administrative regions in coordinating stakeholder forums and events.</p> <p>5. Coordinate a small grants fund to be available to CSOs to conduct civic and voter education on the electoral process.</p> <p>6. Establish a mechanism to facilitate and coordinate civic and voter education among the HNEC, CSOs and other stakeholders using regular coordination forums, conferences, briefings, etc.</p>	<p>UNDP LEAP, UNDP SCELTI, Libyan HNEC, Libyan CSOs, Donors.</p>	<p><b>Baseline:</b> no. of people surveyed who knew the election date, opening hours, or similar at the beginning and end of project (based on survey results)</p> <p>PO plan</p> <p>No. of C/VE events organized</p> <p>No. of participants at events (by gender)</p> <p>No. of C/VE messages (print and electronic)</p>
	<p><b>2013</b></p> <p>General Election (Aug.)</p>			

Intended Outputs	Specific Electoral Event	Indicative Activities	Responsible parties	Indicators
<p><b>(3a) Enhanced access to and participation in electoral process of vulnerable groups, including women, youth, minorities, and other groups, in rural and urban areas alike.</b></p>	<p><b>2012</b> National Council Election (Jun.) Referendum on Permanent Constitution (Nov.)</p>	<ol style="list-style-type: none"> <li>1. Assist HNEC in identifying vulnerable population and civil society and other groups working with them.</li> <li>2. Provide training and thematic advice on the application, in the electoral context, of Libya's international commitments concerning gender equality, minorities, IDPs and refugees.</li> <li>3. Facilitate the HNEC in designing and managing a special grants scheme to increase access and engage vulnerable populations in electoral processes.</li> <li>4. Facilitate training and education of vulnerable groups in electoral systems/mechanisms to increase their participation such as quotas, etc.</li> <li>5. Identify locations, numbers, and organizational patterns of Libyans abroad and assist the HNEC in reaching them and engaging access in locations with highest concentrations.</li> <li>6. Facilitate the civil society in obtaining the materials for election observation and observer accreditation, and accrediting their observers.</li> <li>7. Facilitate the political parties and candidates in registering for the election, understanding the electoral legal framework, and gender and minority inclusion, representation and quotas.</li> </ol>	<p>UNDP, UN EAD, UN Women, Libyan HNEC, Libyan CSOs, IOM, NDI, UNHRC.</p>	<p>Turnout by women, other groups (as applicable). <b>Baseline:</b> any relevant previous election?  Turnout outside of Libya as percentage of registered voters outside of Libya.  No. of observer kits distributed  No. of PP/candidates registered (if applicable)</p>
<p><b>(3b) Enhanced access to and participation of Libyans displaced by conflict inside and outside of Libya.</b></p>	<p><b>2013</b> General Election (Aug.)</p>			<p>No. of accredited domestic observers (by gender)  % of PS covered by observers  No. of women candidates running.  No. of women elected.</p>
<p><b>(3c) Enhanced understanding of and access to the technical electoral processes of civil society groups and political parties including observer accreditation, candidate</b></p>				

Intended Outputs	Specific Electoral Event	Indicative Activities	Responsible parties	Indicators
registration, and gender and minority representation.				
<b>(4) Strengthened capacities of the national media to report on electoral processes throughout Libya in a balanced and responsible manner, and promote issue-based reporting on political competition.</b>	<b>2012</b> National Council Election (Jun.) Referendum on Permanent Constitution (Nov.)	<ol style="list-style-type: none"> <li>1. Conduct assessment of Libyan media capacity and a baseline survey; identify key media ensuring Libya-wide coverage</li> <li>2. Facilitate elections-related training for journalists</li> <li>3. Facilitate training in general reporting for Libyan media</li> <li>4. Hire experts and organize placement of experts in the media houses for mentoring purposes to build their capacity in general reporting.</li> <li>5. Facilitate HNEC in establishment of a media center in Tripoli as well as at the field level, if required.</li> </ol>	UNDP, EU, Libyan HNEC, Libyan CSOs, Libyan media.	Baseline: no. influential of women journalists at the time of assessment and at the end of the project.  No. of visitors to the media center (by gender)  No. of journalists trained (by gender)
<b>(5) Strengthened capacity of the Libyan High National Electoral Commission (or media commission) to conduct media</b>	<b>2012</b> National Council Election (Jun.) Referendum on Permanent Constitution (Nov.)	<ol style="list-style-type: none"> <li>1. Facilitate the establishment of a media monitoring unit within HNEC or another body.</li> <li>2. Train HNEC, (associated) media monitoring commission, or another body in media monitoring and the use of equipment.</li> <li>3. Facilitate with publication of regular (qualitative and quantitative) media monitoring reports and suggested activities to facilitate balanced media coverage.</li> </ol>	UNDP, EU, Libyan HNEC, Libyan media.	Baseline: no media monitoring units, equipment or staff  No. of staff trained in MM  No. of MM reports
	<b>2013</b> General Election (Aug.)			

Intended Outputs	Specific Electoral Event	Indicative Activities	Responsible parties	Indicators
monitoring.	2013 General Election (Aug.)			
(6) Strengthened capacities of Libyan relevant legal institutions or commissions to plan for, develop and deliver an effective electoral dispute resolution (EDR) mechanism and process electoral complaints in a timely and effective manner.	2012 National Council Election (Jun.) Referendum on Permanent Constitution (Nov.)	<ol style="list-style-type: none"> <li>1. Facilitate Judiciary by engaging an experienced international EDR specialist to help develop concepts and procedures, and to assist with implementation of effective EDR.</li> <li>2. Facilitate additional support closer to an election date to help with the implementation of an EDR/complaints mechanism.</li> <li>3. Facilitate training of relevant Libyan legal professionals in complains and appeals process.</li> </ol>	UNDP, EAD/DPA, IIDEA, Libyan HNEC, Libyan judiciary and legal professionals.	No. of staff trained in EDR No. of complaints submitted % of complaints processed
	2013 General Election (Aug.)			
(7) Strengthened capacities of Libyan HNEC to coordinate electoral security with stakeholders	2012 National Council Election (Jun.) Referendum on Permanent Constitution (Nov.)	<ol style="list-style-type: none"> <li>1. Facilitate coordination among all of the stakeholders, in particular the HNEC and Libyan security forces on election security planning</li> <li>2. Assist the HNEC in developing a security plan for elections and proactively plan to respond (by communicating effectively with security forces) in case of incidents.</li> <li>3.</li> </ol>	UNDP, UNSMIL Police, Libyan security forces, Libyan HNEC,	No. of el. security coordination events Security plan No. of security forces trained in electoral security (with LEAP assistance)

Intended Outputs	Specific Electoral Event	Indicative Activities	Responsible parties	Indicators
	2013 General Election (Aug.)			



**SECTION 5: INDICATIVE BUDGET PLAN**

Activity	Donor	Budget Description	No. of units	2012	2013	Total (in USD)	
A 1a. Project Management including the Basket Fund Management	UNDP	Project Staff – International	15	200000	100000	300000	
	UNDP	Project Staff – Local	10	40000	40000	80000	
	UNDP	Project management staff (CEO, deputy CEO, Operations manager)	3	60000	50000	110000	
	UNDP	Consultants –International					
	UNOPS	Project Staff – International					
	UNOPS	Project Staff – Local					
	EAD/DPA	Project Staff – international	37	0	0	0	
	UNDP	Travel (international , domestic)					
	UNDP	Accommodation (intl staff & consultants)					
	UNDP	Contractual (PSAs)					
	UNDP	Miscellaneous					
	<b>subtotal</b>				<b>3,000,000</b>	<b>1,900,000</b>	<b>4,900,000</b>
	A1b. Equipment for Project Management Staff	UNDP	Soft skin vehicles	14	490,000	-	490,000
UNDP		Vehicle Maintenance/running costs		20,000	20,000	40,000	
UNDP		Personal Protective Equipment	25	25,000	-	25,000	
UNDP		Motorola	25	12,500	-	12,500	
UNDP		Iridium Phone	2	3,000	-	3,000	
UNDP		Mobile Phones/running costs	25	9,000	6,000	15,000	
UNDP		Office Furniture	25	25,000		25,000	

UNDP	Laptops	25	42,075	-	42,075
UNDP	Printers	10	3,000		3,000
UNDP	Toners/Cartridges		12,000	12,000	24,000
UNDP	Photocopiers	2	25,000		25,000
UNDP	Stationary	1	24,000		24,000
UNDP	Scanners	5	1,500		1,500
	subtotal				730,075
UNDP	International Staff	2	-	-	-
UNDP	National Staff	2	-	-	-
UNDP	Consultants (incl. assessment)	6	-	-	-
SCELT	Small grants	1	-	-	0
UNDP	Printing C/VE materials -- in house		150,000	50,000	200,000
UNDP	Printing C/VE materials - contract		600,000	200,000	800,000
	Equipment		120,000	30,000	150,000
	Supplies		117,000	33,000	150,000
	Events (conferences, training) -- space lease		50,000	25,000	75,000
	Events (conf., train.) -- hospitality, catering		100,000	50,000	150,000
	Miscellaneous (comms, mobile cards, etc.)		50,000	25,000	75,000
	subtotal				1,600,000
UNDP	International Staff	2	-	-	-
	National Staff	3	-	-	-
	Consultants (incl. mentors)	10	-	-	-
	Equipment (incl. media monitoring)		300,000	50,000	350,000
	Supplies (incl. media monitoring)		100,000	50,000	150,000

	Events (journalist training)—lease		50,000	25,000	75,000
	Events (journalist training) -- hospitality, cat.		90,000	60,000	150,000
	Travel (training, study tours for journalists)		70,000	30,000	100,000
	Media center -- facility (1 y lease or refurbishment)	1	80,000	20,000	100,000
	Media center equipment (per center)		350,000	50,000	400,000
	Media center supplies (per center)		75,000	25,000	100,000
	Miscellaneous		50,000	25,000	75,000
	<b>subtotal</b>				<b>1,500,000</b>
A4. Support to Electoral Dispute Resolution	International Staff	1	-	-	-
	National Staff	2	-	-	-
	Consultants	2	-	-	-
	Equipment -- EDR Unit		120,000	80,000	200,000
	Supplies -- ERD Unit		20,000	15,000	35,000
	Contract -- printing of complaints forms, etc.		34,000	25,000	59,000
	Training of legal professionals -- lease		25,000	25,000	50,000
	Training of legal professionals -- catering		25,000	25,000	50,000
	Travel (study tours, training for HNEC, others)		50,000	-	50,000
	Miscellaneous		25,000	25,000	50,000
	<b>subtotal</b>		<b>299,000</b>	<b>195,000</b>	<b>494,000</b>
A5. Assistance with Development of Joint Security Plan	International Staff		-	-	-
	National Staff	1	-	-	-
	Consultants -- el. conflict assessment, advice	3	-	-	-
	Contract/Grants (assessments, el. violence monitoring, etc.)		230,000	170,000	400,000
	Events (CSO, HNEC workshops) rent		50,000	25,000	75,000

		Events (CSO, HNEC workshops) cater.		130,000	70,000	200,000
		Training of HNEC, CSOs – lease		70,000	30,000	100,000
		Miscellaneous		35,000	15,000	50,000
	subtotal			515,000	310,000	825,000
	UNDP	Contract		500,000	500,000	1,000,000
	UNDP	International Staff	1			
	UNDP	National Staff	1			
	UNDP	Consultants	1			
		Equipment (laminating machines, etc.)		75,000	50,000	125,000
		Supplies (accred. badges, observer kits)		50,000	25,000	75,000
		Contract – observer kits, etc.		50,000	25,000	75,000
		Events (conferences) – lease		50,000	25,000	75,000
		Events (conferences) -- catering		150,000	100,000	250,000
		Travel (events, study tours, etc.)		100,000	50,000	150,000
		Miscellaneous		50,000	25,000	75,000
	subtotal			525,000	300,000	825,000
	UNDP	International Staff	1			
	UNDP	National Staff	1			
	UNDP	Consultants	1			
		Contract -- PP kits (registration packages)		50,000	25,000	75,000
		Equipment		75,000	50,000	125,000
		Supplies		50,000	25,000	75,000
		Events (conferences) – lease		50,000	25,000	75,000
		Events (conferences) -- catering		50,000	25,000	75,000
		Miscellaneous		50,000	25,000	75,000
	subtotal			325,000	175,000	500,000
	UNDP	High National Electoral Commission Office Start up Costs				6,094,865
	UNDP	Voter Registration Packs and Kits				

	UNDP	Elections – Equipment, Ballot papers and boxes	-	-	-
subtotal					6,094,865
GMS	7%				1,390,135
<b>Total</b>					<b>19,859,075</b>

## SECTION 6: MONITORING FRAMEWORK AND EVALUATION

In accordance with the programming policies and procedures outlined in the UNDP User Guide, the project will be monitored through the following:

### Within the annual cycle

- On a quarterly basis, a quality assessment shall record progress towards the completion of key results, based on quality criteria and methods captured in the Quality Management table below.
- An Issue Log shall be activated in Atlas and updated by the Project Manager to facilitate tracking and resolution of potential problems or requests for change.
- Based on the initial risk analysis submitted (see annex 1), a risk log shall be activated in Atlas and regularly updated by reviewing the external environment that may affect the project implementation.
- Based on the above information recorded in Atlas, a Project Progress Reports (PPR) shall be submitted by the Project Manager to the Project Board through Project Assurance, using the standard report format available in the Executive Snapshot.
- a project Lesson-learned log shall be activated and regularly updated to ensure on-going learning and adaptation within the organization, and to facilitate the preparation of the Lessons-learned Report at the end of the project
- a Monitoring Schedule Plan shall be activated in Atlas and updated to track key management actions/events

### Annually

- **Annual Review Report.** An Annual Review Report shall be prepared by the Project Manager and shared with the Project Board and the Outcome Board. As minimum requirement, the Annual Review Report shall consist of the Atlas standard format for the QPR covering the whole year with updated information for each above element of the QPR as well as a summary of results achieved against pre-defined annual targets at the output level. The final and mid-term reports will be submitted to the Government of Japan together with the financial reports – including annexed photographic or other visually documented records of the projects' implementation and impact.
- **Annual Project Review.** Based on the above report, an annual project review shall be conducted during the fourth quarter of the year or soon after, to assess the performance of the project and appraise the Annual Work Plan (AWP) for the following year. In the last year, this review will be a final assessment. This review is driven by the Project Board and may involve other stakeholders as required. It shall focus on the extent to which progress is being made towards outputs, and that these remain aligned to appropriate outcomes.

### **Quality Management for Project Activity Results**

Given the fast-developing situation on the ground, the UNDP Country Office will ensure that the LEAP project team develops the Quality Management matrix (using the template below) within 30 days of signature of the project document.

<b>OUTPUT 1:</b>		
<b>Activity Result 1</b> <b>(Atlas Activity ID)</b>	<i>Short title to be used for Atlas Activity ID</i>	Start Date:  End Date:
<b>Purpose</b>	<i>What is the purpose of the activity?</i>	
<b>Description</b>	<i>Planned actions to produce the activity result.</i>	
<b>Quality Criteria</b>  <i>how/with what indicators the quality of the activity result will be measured?</i>	<b>Quality Method</b>  <i>Means of verification. What method will be used to determine if quality criteria has been met?</i>	<b>Date of Assessment</b>  <i>When will the assessment of quality be performed?</i>

## SECTION 7: SUPPLEMENTARY PROVISIONS

This project document shall be the instrument referred to as such in Article I of the SBAA between the Government of Libya and UNDP, signed on 20<sup>th</sup> May 1976.

Consistent with the Article III of the Standard Basic Assistance Agreement, the responsibility for the safety and security of the executing agency and its personnel and property, and of UNDP's property in the executing agency's custody, rests with the executing agency.

The executing agency shall:

- a) 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;
- b) assume all risks and liabilities related to the executing agency's security, and the full implementation of the security plan.

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 this agreement.

The executing agency agrees to undertake all reasonable efforts to ensure that none of the UNDP funds received pursuant to the Project Document 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/Docs/sc/committees/1267/1267ListEng.htm>. This provision must be included in all sub-contracts or sub-agreements entered into under this Project Document.

## SECTION 8: INITIAL RISK MATRIX

Identified risks	Type	Probability	Mitigation measure
<b>Risk 1.</b> Low ownership of national partners of project activities	Political	<i>Low</i>	Highlight the added value of the project's outcomes for a more peaceful and successful transition, based on comparative experience and research.
<b>Risk 2.</b> Difficulty to find institutional partners during the transition phase and unavailability of key interlocutors, in particular NTC members.	Political	<i>Medium</i>	UNDP will rely more heavily on government institutions, such as ministries, for activities that require operational decisiveness.  UNDP can prioritize other activities—such as those with civil society—while waiting for NTC/institutional partner responses.
<b>Risk 3.</b> Reservations of national partners against technical and financial support from UNDP, seen as foreign interference.	Political	<i>Medium</i>	Focus on support processes rather than pushing for specific policy options, insist on making available comparative experiences, keep a low profile in terms of visibility and use mostly local / regional expertise as far as possible.



<p><b>Risk 4.</b> Negative impact of unstable security and rule of law situation, as well as political, on project implementation</p>	<p>Political / Security</p>	<p><i>Medium to High</i></p>	<p>Proceed with revision of workplan, in case of serious worsening of the national context, and contain activities to safer areas / topics.</p> <p>Ensure that all UNDP project staff receive security training and appropriate security equipment.</p> <p>UNDP Security Office to continuously monitor the security situation, and propose additional mitigation measures if necessary.</p>
<p><b>Risk 5.</b> Some new legislation and policies are not a priority for the NTC and finalizing will be postponed till the NPC has been elected.</p>	<p>Political</p>	<p><i>Medium</i></p>	<p>By working with Ministries and civil society on legislation, UNDP guarantees that more sustainable institutions than the NTC are consulted and aware of the draft legislation. These partners can undertake advocacy to the future NPC and permanent government.</p>
<p><b>Risk 6.</b> Possible mistrust of civil society partners in government institutions and NTC.</p>	<p>Political</p>	<p><i>Low</i></p>	<p>UNDP will act as a convener between the government institutions and CSOs, if needed.</p>
<p><b>Risk 7.</b> Election-related violence occurs around electoral events/locations, with possible reputational risk for UN due to project support.</p>	<p>Security/Political</p>	<p><i>Low</i></p>	<p>UNDSS and the UNDP Security will continuously monitor the operational security environment, both within Libya and regionally.</p> <p>All staff holding UNDP contracts will receive security training/briefings and appropriate security equipment.</p> <p>The DSRSG/RC/HC/RR will continuously monitor the political environment, in order to correctly position UNDP, and mitigate any reputational risks.</p>
<p><b>Risk 8.</b> UNDP support, especially in terms of training activities and grant funding, cannot match all expectations and accusations of favoritism or bias against certain areas are spread.</p>	<p>Political</p>	<p><i>Medium</i></p>	<p>UNDP will pay attention to being as transparent as possible in its selection processes and will provide public information on project activities and results.</p> <p>UNDP will clearly state at the outset of any support that it does not have the means to answer all needs and that other donors are available.</p> <p>UNDP will also coordinate closely with other partners to ensure that no overlap or duplication in support takes place.</p>
<p><b>Risk 9.</b> The capacity of the Country Office to implement</p>	<p>Operational</p>	<p><i>High</i></p>	<p>UNDP CO is benefiting from additional international expertise through UNDP's SURGE</p>

activities included in this project is too limited due to lack of personnel and technical skills.			programme.  Negotiations are ongoing to restore the government's annual GLOC payment, which supports the capacity and facilities of the UNDP Country Office.
<b>Risk 10.</b> The complexity of the project design and relationship with related activities of other actors may lead to confusion in implementation.	Operational	<i>Medium</i>	The Project Manager will remain in frequent contact with UNSMIL and relevant coordinating groups.  Progress will be monitored in quarterly review meetings.
<b>Risk 11.</b> The alignment of this project with other, related programmes at national and regional levels is incomplete	Strategic	<i>Low</i>	UNDP holds regular programme meetings, at which coordination among projects are discussed  The UNDP Resident Representative is also the DSRSG of UNSMIL, ensuring coordination with activities of the UN Mission.
<b>Risk 12.</b> The outbreak or resumption of violent conflict in one or more of the areas where the programme operates	Security	<i>Medium</i>	UNDSS and the UNDP Security will continuously monitor the operational security environment, both within Libya and regionally.  A programme criticality exercise may be undertaken, if necessary.
<b>Risk 13.</b> Unexploded ordnance (UXOs) and land mines make local travel to some project locations difficult or not recommended	Security	<i>Medium</i>	UNDSS and the UNDP Security will continuously monitor the operational security environment and recommend mitigation measures as appropriate.  UNDP Security will maintain contact with UNMAS, to be continuously informed of the mine/UXO situation and current status.
<b>Risk 14.</b> Natural or man-made disaster prevents timely implementation of project activities	Environmental	<i>Low</i>	UNDP to participate in UNCT contingency planning activities.  All UNDP staff to receive security information and appropriate security equipment.  UNDSS and UNDP Security to continuously monitor the operational security environment and recommend mitigation measures as appropriate.  In the case of unexpected or unanticipated events that cause a serious or potentially adverse effect on the project and its ability to deliver the intended results, UNDP will take steps to immediately report and consult on these at the soonest available opportunity

			with the Government of Japan as the prime donor to the project.
<b>Risk 13. Project activities and related budgets are delayed or affected by operational circumstances</b>	Operational	<i>Medium</i>	<p>The project is being implemented in a post-conflict environment at the early stages of a transitional process. As a result, capacities within counterpart agencies are not 'tried and tested'. UNDP will take care to ensure the project advances at a pace permitted by security and other implementation factors. In the case of project and budget adjustments required as a result of uncertainties in the operating environment, UNDP will submit a written request to the Government of Japan for the prior approval in case (1), the extension of the project is required, and/or (2), the re-deployment of funds between approved project budget components is required, if more than 20% increase or decrease is expected.</p> <p>Furthermore, should any fund balances remain unspent at the end of the project, the UNDP Country Office shall consult with the Government of Japan on its use.</p>
<b>Risk 14. Accuracy of financial accountability and reporting.</b>	Financial	<i>Low</i>	<p>UNDP will manage the project under DEX modality and apply its usual operational, managerial and financial safeguards to ensure that funds are spent prudently and in accordance with UNDP standards rules and regulations. UNDP will attach financial statements on the project to its periodic reporting on the project. In addition, UNDP's financial accounts and processes are periodically independently audited. Specifically in relation to interest income, this will be treated in accordance with the Japan-UNDP agreement on Arrangement for the interest income derived from the Japan-UNDP Partnership Fund.</p>

# Relationship between UNDP SCELТ Project and UNDP LEAP Project

## Civic / Voter Education Program Structure

