

THE EUROPEAN UNION EMERGENCY TRUST FUND FOR STABILITY AND ADDRESSING THE ROOT CAUSES OF IRREGULAR MIGRATION AND DISPLACED PERSONS IN AFRICA

1. IDENTIFICATION

Title	Reference: T05-EUTF-NOA-LY-09 Strengthening Local Capacities for Resilience and Recovery (Top-up SLCRR) (Agreement - T05-EUTF-NOA-LY-03-03 / T05.149)			
Zone benefitting from the Action / Localisation	Libya, up to 20 selected municipalities			
Total cost	Total estimated cost: EUR 18 000 000 Total amount drawn from the Trust Fund: EUR 18 000 000 Co-funding will be explored during the contracting phase			
Aid modality and implementation modality	Indirect management with International Organisations (United Nations Development Programme - UNDP)			
DAC – codes	160 (other social infrastructure & services), 110 (111120 education facilities and training), 120 (12230 basic health infrastructure), 140 (water supply and sanitation), 150 (Government and Civil Society, including 15190 Facilitation of orderly, safe, regular and responsible migration and mobility), 152 (conflict, peace and security), 250 (business and other services) 720 (emergency response).			
Main delivery channels	United Nations Development Programme (UNDP) - 4114			
Markers	Policy objectives	Not targeted	Significant objective	Principal objective
	Participatory development / good governance	<input type="checkbox"/>	x	<input type="checkbox"/>
	Aid to environment	x	<input type="checkbox"/>	<input type="checkbox"/>
	Gender equality and empowerment of women and girls	<input type="checkbox"/>	x	<input type="checkbox"/>
	Trade development	x	<input type="checkbox"/>	<input type="checkbox"/>
	Reproductive, maternal, newborn and child health	<input type="checkbox"/>	x	<input type="checkbox"/>
	Disaster Risk Reduction	x	<input type="checkbox"/>	<input type="checkbox"/>
	Nutrition	x	<input type="checkbox"/>	<input type="checkbox"/>
	Disability	x	<input type="checkbox"/>	<input type="checkbox"/>
	Rio Markers	Not targeted	significant objective	Principal objective
	Biological diversity	x	<input type="checkbox"/>	<input type="checkbox"/>
	Combat desertification	x	<input type="checkbox"/>	<input type="checkbox"/>
	Climate change mitigation	x	<input type="checkbox"/>	<input type="checkbox"/>
	Climate change adaptation	x	<input type="checkbox"/>	<input type="checkbox"/>
	Migration Marker	<input type="checkbox"/>	<input type="checkbox"/>	x

SDG(s)	SDG 1 – No Poverty; SDG 10 – Reduced Inequalities.
Valetta Action Plan Domains	1. Advantages of migration in terms of development and fight against the root causes of irregular migration and the phenomenon of displaced persons.
Strategic objectives of the Trust Fund	<p>EUTF Objective 3: Improved migration management in countries of origin, transit and destination.</p> <p>EUTF North of Africa (NOA) Monitoring and Evaluation (M&E) Framework Strategic Objective 4: To foster a more inclusive social and economic environment and stability in the region.</p> <p>EUTF NOA Specific Objective 4.VI. Factors affecting social exclusion, social marginalisation, gender-inequality and discrimination are prevented and mitigated (Component 1)</p> <p>EU TF NOA Specific Objective 4.VII. Stability and recovery of local communities, including migrant populations on the move and returnees, is progressively enhanced, most notably in conflict or post-conflict areas (Component 2)</p> <p>EU TF NOA Specific Objective 4.IV. Economic and equal opportunities are enhanced, in particular for vulnerable groups (Component 3)</p>
Beneficiaries of the Action	<ul style="list-style-type: none"> - Host communities including the most vulnerable, internally displaced persons, refugees and migrants; - Community-based organizations from target areas; - Economic actors including small and medium enterprises, business associations, entrepreneurs; - Representatives from the target municipalities, including mayors and municipal councils; - Deconcentrated Offices of health, education, water and sanitation, and energy among others; - Representatives of the Ministry of Local Government (MoLG) and other relevant line ministries (Health, Education, Labour, among others).
Derogations, authorized exceptions, prior agreements	Not applicable

2. Rationale and Context

2.1. Summary of the Action and objectives

The proposed Action falls under the North of Africa Window of the European Union Emergency Trust Fund for stability and addressing root causes of irregular migration and displaced persons in Africa (EUTF – NOA). It builds on the approach and the objectives set under the 'Local Governance and socio-economic development Pillar' of the programme *Managing mixed migration flows in Libya through supporting local socioeconomic development* (T05-EUTF-NOA-LY-03), and expands geographically and financially the EU support to this pillar. More specifically, it is a top-up of the Action *Strengthening Local*

Capacities and Resilience in Libya - SLCRR - currently carried out by UNDP at an implementation pace more rapid than planned.

The Overall Objective is to improve the living conditions and resilience of vulnerable populations (including migrants, refugees, IDPs, returnees and host communities), in particular in the municipalities most affected by migratory flows and/or damaged by the conflict.

This will be achieved by implementing three linked components that aim to:

(Component 1) Strengthen responsiveness of local institutions in delivering essential public services to crisis-affected populations and in leading recovery processes;

(Component 2) Enhance municipalities and local communities' capacity to improve local social cohesion and community security;

(Component 3) Strengthen economic opportunities for youth and vulnerable groups through inclusive and participatory local economic recovery.

These three key areas are closely in line with the ongoing Action SLCRR.

Indicative outputs:

Output 1: Basic infrastructure rehabilitated or constructed, equipment delivered, and local authorities trained to plan and deliver services;

Output 2: Local stakeholders and communities trained on methods for improving community security, and Rule of Law facilities rehabilitated or constructed;

Output 3: Micro, small and medium enterprises (MSMEs) established and individuals supported to develop economic income generating activities.

Different locations will be targeted, with special focus on those with a high concentration of migrants (settled or in transit) and IDPs, as well as hosting communities where critical social infrastructure has been severely affected by the conflict or have been excluded from government and donor support. It will be implemented over a period of 36 months by UNDP Libya.

The Action aligns with EUTF's Objective III *Improved migration management in countries of origin, transit and destination*. In the framework of the EUTF - NOA, it falls within Priority Action IV and its **Strategic Objective 4. To foster a more inclusive social and economic environment and stability in the region**, with the following three **specific objectives** aligned with the three aforementioned components:

- **EUTF NOA Specific Objective 4.VI:** Factors affecting social exclusion, social marginalisation, gender-inequality and discrimination are prevented and mitigated (Component 1).
- **EU TF NOA Specific Objective 4.VII:** Stability and recovery of local communities, including migrant populations on the move and returnees, is progressively enhanced, most notably in conflict or post-conflict areas (Component 2).
- **EU TF NOA Specific Objective 4.IV:** Economic and equal opportunities are enhanced, in particular for vulnerable groups (Component 3).

2.2. Context

2.2.1. National context

As highlighted by the 2019 UN Humanitarian Response Plan “Libya continues to be an unstable, complex and dynamic operating environment, in which humanitarian access, and response planning and coordination remain challenging. Fighting between rival forces and clashes between tribal militias have perpetuated a state of chaos and instability”¹. The outbreak of violence in and around Greater Tripoli started on 4 April 2019. Tripoli’s densely populated areas, including critical infrastructure (hospital, ambulances, and schools), were targeted by missiles. Considering these challenging times, the need to provide critical support at municipal level, while attempting to maintain links with relevant national institutions, remains very high. This approach is reflected also in the recent policy papers from the European Council for Foreign Relations², arguing that while there was some progress in supporting the delivery of public services by engaging local authorities, it is important to address economic issues. This is foreseen in the current Action.

The Action builds on the last Joint Country Assessment (JCA) developed under the United Nations Strategic Framework (UNSF) 2019-2020 for Libya. It serves as analytical foundation for conceptualising focus areas, identifying challenges that require a coherent programme response. It also builds on the priorities outlined in the 2030 Vision for Libya developed by the national Vision Libya 2030 Committee in 2013/2014. However, the latter was never officially endorsed due to the political turmoil ever since.

The end of the Ghaddafi regime and its ousting in 2011 created numerous legacies that continue to impede the political transition and ability of the successive Libyan governments. Among the most prominent of these are: 1) a weak central government capable of accommodating competing interests, and of providing the essential services; 2) a fragmented security sector and the spread of local conflicts, and widespread arming among youth; and 3) a rent economy whose effectiveness in redistributing resources is undermined through competition between political-military actors.

Through local coping mechanisms, municipalities and councils are playing an increasingly important role in providing basic services. Considering the current evolving circumstances, focusing the Action at the local level may be the most relevant modality to provide support for pressing needs of people from affected areas.

¹ See: https://reliefweb.int/sites/reliefweb.int/files/resources/2019_LBY_HRP-FINAL.pdf.

² ECFR (2018), Order From Chaos – Stabilizing Libya The Local Way, available online at https://www.ecfr.eu/publications/summary/order_from_chaos_stabilising_libya_the_local_way.

2.2.2. Sector context: policies and challenges

Local governance

Municipalities work with a wide array of formal and informal actors that play a key role in responding to the immediate needs of the population (e.g. executive organs in delivery public services; tribal structures in reducing local conflicts; private sector in generating jobs). Supporting municipal leadership to deliver tangible results through collective Action can help strengthen social peace and bridge the gap between state and society.

Health

The country has a fast-growing population of 6 million (2015)³ and equally growing needs for social and health care services. The recent Service Availability and Readiness Assessment survey⁴ shows that 17.5% of the public hospitals, 20.1% of the primary health care facilities and 8.8% other specific health facilities are damaged and non-functional.

Education

Prior to the conflict, Libya had one of the highest school enrolment rates in the Middle East and North Africa region, without significant gender disparity. The situation worsened after 2011, with a negative impact on the quality of teaching due to damaged infrastructure, closed schools and additional schooling delays depending on the level of security.⁵ Overall, an estimated 279,000 children are negatively affected by this situation.

Water Sector

Libya is among the world's most water scarce countries with an average renewable water share of about 103 cubic meters per person per year⁶, a value that is about one tenth of the internationally adopted scarcity threshold of 1,000 cubic meters per person per year. Prior to 2011, even though sub-optimal, water services were relatively adequate. Post-2011, the functionality of services and infrastructure declined, with water supply lines being regularly shut down denying potable water.

Economic Sector and Labour Market

The country continues to experience an important degree of brain drain due to a lack of opportunities within its economy. The banking system faces a liquidity shortage and is struggling to meet the central government's expenditure needs, resulting in high inflation. The vast majority of the employed work in the public sector (1.8 million employees representing over 80% in 2018)⁷, at a rate which is considered high even by regional standards. Access to

³ The latest official population data were released in 2012. Today's data are estimates only. According to UN data (2017), immigrants make up just over 12% of the total population. Source: https://www.indexmundi.com/libya/demographics_profile.html, and <https://www.worldometers.info/world-population/libya-population/>.

⁴ Service Availability and Readiness Assessment, WHO, 2017.

⁵ Duncan, Don (November 11, 2011). "Education in Libya after Gaddafi". Public Radio International. Public Radio International. Retrieved 18 October 2016.

⁶ Cm/year/capita. According to most recent world bank estimates in 2014 (<https://data.worldbank.org/indicator/ER.H2O.INTR.PC?locations=VE>).

⁷ <http://www.libyaalkhabar.com/economy/32013/القطاع-في-موظف-مليون-8-1-الليبي-العمل-وزير/>. -In terms of percent, 80% according to HNO, 2018, page 21.

financing and inadequately educated workforce are among top reasons for the difficulty of doing business in Libya. As of 2018, youth unemployment stands at 48% and female unemployment at 25%.

Women Economic participation

The gender roles of male breadwinner and female homemaker appear to be dominant ones with only 29% of women reported to be in the formal labour force. Not only is women's employment concentrated in the public sector, it is also less diversified with women located largely in the health and education sectors. It is likely that more women are participating in the informal economy, including as home-based workers.

Youth employment

High unemployment, low income and high rates of disguised unemployment leave untapped potentials of the youth labour force. The unemployment rate among young people rose to about 46%⁸ in 2017 of which girls make up 67.9%.

Young people aged 15-34 represent approximately half of Libya's workforce and therefore an opportunity for national economic growth and investment. However, youth participation in economic activity declined from 72.3% in 2012 to 48.6% in 2018. Young women are less encouraged to engage in economic activities by societal and cultural norms. At the same time, the weaknesses of the educational system in providing youth with skills and competencies needed to access the labour markets, led 30% of entrepreneurs complain about their insufficient skills.

2.2.3. Justification

The present Action is designed in a development-oriented approach, building on the experience gained in Libya by the EU and UNDP over the last years, in particular through the implementation of the 'Local Governance and socio-economic development Pillar' of the programme *Managing mixed migration flows in Libya through expanding protection space and supporting local socio-economic development*.

The Action is a scale-up and expansion of the initiative *SLCRR* which is part of the above programme. With an end date of implementation planned in June 2020, over 92% of the first two instalments have already been either committed or disbursed. Following the rehabilitation works and delivery of equipment for basic services so far, around 800,000 people have direct access to better health care, education, water and sanitation or electricity, while over 1.7 million people are indirect beneficiaries. As examples of achieved results under the ongoing *SLCRR* programme, it is worth mentioning a women's training centre that recently opened in Tripoli and is now operational; the rehabilitations of the University as well as the Atia Kaseh Hospital in Kufra, with the latter being the largest and oldest medical center in the South-East region, serving more than 80,000 people annually; and the rehabilitation of a renowned Engineering Institute recently completed in Benghazi which has the capacity to host up to 1000 students. As part of the engagement with the private sector for the expansion of the vocational training programme for job creation, UNDP initiated a partnership with Toyota

⁸ <https://www.statista.com/statistics/812198/youth-unemployment-rate-in-libya/>.

that has so far allowed 20 young people from 8 cities, including five or 25% IDPs, to enrol to mechanical engineering courses.

This accelerated delivery – despite challenging circumstances on the ground – can provide further access to reach municipalities across Libyan regions with critical support in basic services delivery, community cohesion and economic recovery. The Action builds on UNDP’s large mandate for sustainable development and work on the humanitarian-peace-development nexus that - coupled with the strong operational capacity specifically built for the ongoing project - will bring efficiency and effectiveness gains.

The Action will address rising tensions from increasingly scarce resources and limited access to services and security for the general population. In addition, supporting socio-economic development at local level in strategic locations on the main migration routes and in the south will contribute to providing safe and legal income opportunities as alternatives to criminal activities such as smuggling and human trafficking.

Building on the partnerships set up with MoLG and previous work experience across Libya, the Action will engage with municipalities in selected locations to improve socio-economic opportunities for migrants, refugees, IDPs and host communities in Libya in an inclusive and comprehensive manner.

The geographic area of the Action will be two-fold. First, support in highly populated areas will expand, building on the needs and successful engagement with selected municipalities so far, including supporting institutional development plans. Second, vulnerable municipalities, which have not received previous funding from the EU and other major donors, to meet pressing needs to improve quality of life and access to basic services. It is proposed to consider up to 20 municipalities for both approaches. The selection of new municipalities will be balanced⁹ across the country and thoroughly coordinated with the MoLG during the contracting phase, based on the following tentative criteria: (i) municipalities excluded from donor funding and that are considered blind spots across the three regions; (ii) municipalities highly populated where supported infrastructure will have higher impact on beneficiaries; (iii) municipalities with newly elected municipal councils, (iv) and locations presenting a higher economic development potential.

Throughout the envisaged activities, a conflict-sensitive approach will be ensured, with specific activities promoting social cohesion, anti-discriminatory and inclusive approaches to local socio-economic development. Building on recent recommendations from a results-oriented monitoring (ROM) mission, greater synergies between the three components of the proposed Action will be pursued, by integrating economic support/job creation in the activities with municipalities and on infrastructure development.

⁹ UNDP is strongly committed to work in an inclusive manner across all three Libyan regions, and particularly on West/ East divides, fully embracing conflict sensitivity in the implementation of project activities. UNDP was one of the first UN agencies to start working in the East, in Benghazi, through the EU-funded *Stabilization Facility for Libya*. The approach is also reflected in the ongoing SLCRR, where the funds allocated for infrastructure support were distributed equally between the three regions – with 2M USD for cities like Benghazi (East), Tripoli (West) and Sebha (South) and up to 1M USD for Kufra (East), Murzuq (South) and Sabratha (West). The same approach will be consistently ensured for the top-up and expansion of the project.

Thus, the Action is structured around three key areas, building on interventions piloted in the current *SLCRR* project implemented by UNDP:

- **Access to basic services and quality service delivery.** It foresees support for better basic service delivery by strengthen municipality capacities to better plan, budget and communicate with citizens; as well as support to enhancing a better quality of life and access to basic services, by rehabilitating essential infrastructure in health, education, water and sanitation, among others (Component 1).
- **Promotion of Social Cohesion and Community Security:** It builds on the institutional capacity assessment and Action plan for the rule of law sector in Tripoli, Sebha and Benghazi conducted through the ongoing Action, foreseeing support for strengthening selected institutions to enhance local security, including local courts or police stations. It will be implemented in close partnership with relevant security sector interventions of EU Border Assistance Mission (EUBAM), UN Security Mission to Libya (UNSMIL) and UNDP. The Action will also support approaches for deepening social cohesion to be promoted by municipalities, local communities and civil society organizations (Component 2).
- **Revitalisation of the Local Economy:** Building on the ongoing project results with *CSO Tatweer Research* in Benghazi and recently launched interventions in Sebha, it will aim to continue promoting economic development activities for young people. The component will also identify bottlenecks for women and youth employment in Libya, undertaken in the current *SLCRR* project, aiming to expand and scale-up interventions piloted in 2019 (Component 3).

2.3. Lessons learnt

The Action builds on the achievements of the ongoing *SLCRR* project and, as highlighted above, the use of the established platform specifically for the delivery of the Action, will bring important efficiency gains considering the timely need to mobilize capacity to deliver across Libyan municipalities.

The Action will aim to better coordinate with other interventions on monitoring the actual delivery of the services and the quality of the services after the rehabilitation of the facilities. Partnership with international organizations are set up for that purpose.

As long as local arrangements do not pose obstacles for key actors at the national level or encourage fissiparous tendencies, it is possible to support conflict reduction, social cohesion, and improved service delivery by focusing on specific geographic areas and target groups. This will require UNDP to ensure that conflict analysis continues to be embedded in its programming, specific to the target area and stakeholders, and to be continuously updated.

UNDP has established its value-added role in Libya through its ability to coordinate and manage – together with UNSMIL – the implementation of large, complex initiatives for infrastructure improvements in difficult-to-access areas, including via partnerships with third-party implementing partners. Similarly, UNDP's convening power ensured that rehabilitation of public services is accompanied by community outreach and conflict-sensitive approaches, which increases local buy-in and prospects for sustainability. Expectation management is also

key, and once engaging with the municipalities the Action will aim to provide swift support for actual tangible and visible benefits for the people.

While the Action provides support to municipalities, it is critical to continue engaging with the MoLG and other relevant line institutions, like Ministries of Planning, Health, Education, Water and Sanitation Company, Interior and Justice.

2.4. Complementary actions and synergies

The implementation of the current Action will be closely coordinated with other likeminded on-going or planned activities funded by the EU, including by the EUTF - NoA, as well as by other donors. In particular, complementarity will be ensured with the following initiatives:

Name of the project and implementing partner:	Type of complementarity with the proposed Action:
<p><i>“Recovery, Stability and Socio-Economic Development in Libya”</i> funded in the framework of the EUTF – NOA and implemented by the AICS, UNICEF and UNDP.</p>	<p>The project covers 24 municipalities, across the three regions. UNDP, as one of the implementing partners, will ensure the two interventions are managed in a coherent and integrated manner. The area of complementarity refers only to component one of the current Action Document.</p>
<p>Local Governance and socioeconomic development Pillar' of the programme <i>"Managing mixed migration flows in Libya through expanding protection space and supporting local socio-economic development"</i> financed under the EUTF-NoA. Projects:</p> <ul style="list-style-type: none"> - “Municipal development in the context of mixed migration” implemented by GIZ; - “Protecting vulnerable migrants and stabilising communities in Libya” implemented by IOM; - “Resilience building programme for vulnerable children in Libya, including host communities, migrant and refugee children” implemented by UNICEF. 	<p>Continuous engagement and information sharing both in the multiple coordination groups but also bilaterally to be ensured with GIZ and UNDP team. Particularly during the selection of the municipalities to be supported during the current intervention.</p> <p>The scale and focus of IOM and UNDP interventions differ, however continuous coordination for synergy will continue to be ensured between the IOM and UNDP teams. Same applied with UNICEF.</p>
<p>UNDP-implemented <i>Stabilization Facility for Libya</i>, where good practices can be used to develop actions notably as regards the improvement of access to basic services and the realisation of light infrastructures; and the Joint UNDP/UNSMIL project on Policing and Security.</p>	<p>Given the short-term/immediate-nature of the initiative - UNDP will also coordinate internally with the team managing the EU-funded <i>Stabilization Facility for Libya</i> – especially for component 1; and with the Joint UNDP/UNSMIL project for component 2. It will be expected for the Policing and Security project to take the lead in communicating with the Ministry of Interior and Justice.</p>
<p><i>Regional Development and Protection Programme for refugees and host communities in the North of Africa – Development Pillar – Phase I and II</i> implemented by IOM, and Phase II implemented by international NGOs.</p>	<p>The proposed Action will work in synergy with this programme, especially with phase III to strengthen coordination on the social cohesion interventions.</p>

Finally, the search for complementarity will in particular be based on the information provided by a web-platform developed by the EU Delegation which will provide updated data about planned and on-going activities in Libyan municipalities.

2.5. Donor coordination

The Action will fit into several existing coordination mechanisms relevant for the support of municipalities, including:

- The Local Governance sub-Working Group¹⁰ chaired by the MoLG (co-chaired by the German Embassy), taking place quarterly;
- The bi-monthly technical working group meetings of the Implementing Partners foreseen in the EUTF programme *Managing mixed migration flows in Libya through expanding protection space and supporting local socio-economic development*;
- The quarterly EU-led Local Level Implementers Forum which gathers partners working with EU funding at municipalities level recently opened for other donors (USAID).

Synergies will be also sought bilaterally with other key actors engaging with municipalities in Libya. Upon request, regular information sessions will be held with the Member States and other donors so as to share the progress achieved in the implementation of the programme and will take place either in Brussels, Tunis or Tripoli.

Being an extension of the existing SLCRR project, the Action will be steered by the same Steering Committee set up in the framework of the programme *Managing mixed migration flows in Libya through supporting local socioeconomic development (T05-EUTF-NOA-LY-03)* and will include all implementing partners (IOM, UNDP, UNICEF, UNHCR, and GIZ) as well as the Libyan authorities involved (Municipalities, MoLG, Ministry of Planning (MoP), Interior, etc.). Italy, as leading partner of the consortium managing the “Regional Development and Protection Programme - North Africa”, will be invited as a permanent observer. The gathering of all implementing partners will also allow for stronger synergies between the projects of both the Protection Pillar and the Development pillars of the above programme, as they all target the same categories of beneficiaries.

To ensure national ownership, the MoLG – in coordination with the MoP – will continue to be the main counterpart for the Action, endorsing and reviewing the work plan and reports, which includes the municipalities in the East. In particular, the role of the latter will be key for the selection of the municipalities for the infrastructure activities, and this will be done in line with criteria outlined above, aiming for an inclusive and balanced geographical approach.

3. DETAILED DESCRIPTION

3.1. Objectives and expected outputs

The **Overall Objective** of this Action (in line with Priority Action IV and **Strategic Objective IV of the EUTF – NOA: *To foster a more inclusive social and economic environment and stability in the region***) is to improve the living conditions and resilience of

¹⁰ As with all development partners and international organizations, coordination is conducted through the internationally recognized Government of National Accord (GNA), specifically the Governance working group and the Local Governance sub-working group, where UNDP is an active participant.

vulnerable populations (including migrants, refugees, IDPs, returnees and host communities), in particular in the municipalities most affected by migratory flows and/or damaged by the conflict.

Specific Objectives (SO):

- SO 1. Strengthen responsiveness of local institutions in delivering essential public services to crisis-affected populations and in leading recovery processes (aligned with **EUTF NOA Specific Objective 4.VI. *Factors affecting social exclusion, social marginalisation, gender-inequality and discrimination are prevented and mitigated.***
- SO 2: Enhance municipalities and local communities' capacity to strengthen local cohesion and community security (aligned with **EU TF NOA Specific Objective 4.VII. *Stability and recovery of local communities, including migrant populations on the move and returnees, is progressively enhanced, most notably in conflict or post-conflict areas.***
- SO 3: Strengthen economic opportunities for youth and vulnerable groups (including women) through inclusive and participatory local economic recover (aligned with **EU TF NOA Specific Objective 4.IV. *Economic and equal opportunities are enhanced, in particular for vulnerable groups.***

Outputs/ results:

- Output 1: Basic infrastructure rehabilitated or constructed, equipment delivered, and local authorities trained to plan and deliver services.
- Output 2: Local stakeholders trained on methods for improving community security, and Rule of Law facilities rehabilitated or constructed.
- Output 3: Micro – small and medium enterprises (MSMEs) established and individuals supported to develop economic income generating activities.

An indicative logical framework reflecting objectives, results and indicators is included in Annex 2 (Indicative Logical Framework Matrix) of this Action Document.

3.2. Main activities:

The detailed list of activities and locations will be confirmed at the proposal formulation stage given the rapidly changing environment in Libya. The three outputs were designed in line with those developed for the ongoing project SLCRR to cover the three following areas: enhancement of the municipal capacities for service delivery, strengthening of community security and cohesion, and development of economic opportunities.

Output 1: Basic infrastructure rehabilitated or constructed, equipment delivered, and local authorities trained to plan and deliver services.

To improve the accessibility of local public services and address the needs of those “furthest behind”, UNDP will strengthen local government capacities to engage key groups and community members in the planning, delivery and monitoring of services. UNDP will focus

efforts on population groups¹¹ and areas most affected by conflict. UNDP will continue to work in communities on key migration routes engaging local municipalities. As described above, the Action will both scale up support to highly populated municipalities, and target vulnerable municipalities that were excluded from previous donor support and have urgent needs.

Community empowerment, focusing on youth, women and marginalized groups, will be prioritized, along with an emphasis on including survivors of gender-based violence in livelihood activities. UNDP will build on its comparative advantage of linking service provision with multi-sectoral, conflict-sensitive and risk-informed development interventions for more sustainable community-based stabilization and peace-building structures.

Indicative list of activities:

- Enhance the capacity of local authorities to identify priorities, perform a first screening of projects' feasibility and prepare plans for local development, notably through inclusive and participatory community planning and decision-making processes;
- Strengthen gender-sensitive and age-sensitive municipal service delivery;
- Conduct rehabilitation, maintenance, construction and reconstruction of basic infrastructure (e.g. health centres, educational institutions, water and sewage, other key municipal infrastructure, etc.);
- Provide equipment for essential service delivery;
- Support capacity of local authorities in gathering data on migratory flows and coordinating the assistance and services provided to vulnerable groups (migrants, refugees, IDPs, returnees and host communities);
- Support capacity of local authorities in managing public expenditure, timely and fair delivery of basic and social services and migrants integration, ensuring coordination and accountable financial and information flows between local actors and line Ministries, and therefore between Municipalities and the Libyan central authorities.

Output 2: Local stakeholders trained on methods for improving community security, and Rule of Law facilities rehabilitated or constructed.

The proposed Action builds on the findings of the Institutional/ Capacity Assessment for the Rule of Law institutions in Tripoli, Benghazi and Sebha, conducted under the current SLCRR project, and will continue to build on interventions in policing and security undertaken by UNDP and United Nation Support Mission in Libya (UNSMIL).

Indicative list of activities:

- Deliver training and capacity-building programmes for local public authorities and administrations as well as other relevant local stakeholders, on migrants local inclusion, multicultural policy, political participation, citizenship, entrepreneurship,

¹¹ These may include, but are not limited to, migrants, IDPs, returnees, tribal minorities, women, youth and people with disabilities.

language and sociocultural adaptation to foster public debates between communities (including migrants, refugees, IDPs, returnees and host communities) and between the latter and local authorities;

- Deliver workshops, community outreach and information campaigns targeting local public authorities and administrations as well as other relevant local stakeholders on civic, community and social cohesion;
- In coordination with the Libyan Ministry of Interior (MoI), support model police stations through training for local police and local rule of law institutions in pilot municipalities, notably on anti-corruption, transparency and migrants rights;
- Provide essential equipment (non-lethal) to local police to support coordination among rule of law institutions and refurbishment of local police facilities in pilot municipalities.

Output 3: MSMEs established and individuals supported to develop economic income generating activities.

UNDP will support economic growth and economic recovery strategies to promote income generation, emergency employment, and create sustainable and decent jobs. With the Libyan partner CSO *Tatweer Research*, UNDP will continue supporting start-up incubators in Benghazi, Sabha and Tripoli, specifically targeting women and also unemployed youth to provide a means of economic empowerment. The intervention will build on achievements of the current *SLCRR* project and the ongoing research into the bottlenecks for women and youth employment using behavioural insight¹². The successful pilot modelled in 2019 will be scaled up and expanded geographically. Better linkages will be ensured with the municipality officers responsible for economic development, including support for local economic infrastructure.

Indicative list of activities:

- Provide guidance to municipalities and local actors in matching manpower needs in the recovery of the economy with the current working skills available;
- Support micro, small and medium scale businesses and income generating opportunities for young people and vulnerable families (female headed households, migrants and displaced families) through the provision of grants and seed funds;
- Roll out local economic development initiatives in line with the local economic development strategies prepared in the selected municipalities;
- Match between persons trained and employment opportunities through strengthened partnerships with the private sector (local and international – based on the context and situation in the country);
- Provide small-scale business management trainings and equipment.

¹² See: <http://www.oecd.org/gov/regulatory-policy/behavioural-insights.htm>.

3.2.1. Describe target groups and final beneficiaries

Target Groups:

- Local stakeholders: representatives of selected municipalities, including mayors and municipal councillors; deconcentrated services /project offices in the area of health, education, water and sanitation, energy etc.;
- National level: representatives of the MoLG, MoP, and other mentioned Line ministries;
- Civil society organizations (CSOs) /community-based organizations (CBOs), local social/ peace groups;
- Micro and small enterprises, start-ups, young entrepreneurs, and other private sector.

Final Beneficiaries:

The Action will benefit all Libyans from the selected municipalities, who will have a better access to services and better quality of life. Needs of vulnerable groups, including IDPs, migrants and refugees will be specifically addressed.

Municipal councillors and municipality staff (especially at managerial and technical level), staff of executive bodies, staff and volunteers of local CSOs in the target municipalities, will benefit from capacity development, policy advice and increased partnerships and resources to achieve their missions and objectives. The economic recovery component will focus specifically on women and youth, enhancing access to jobs and livelihoods opportunities.

3.3. Risks and assumptions

Risks	Risk level	Assumptions	Mitigating measures
Risk of escalated political instability in Tripoli, across all regions, and possible changes of governments.	High	Local authorities/ governments maintain authority, and environments are safe enough to implement planned activities.	<p>The programme activities have been identified taking into account the current volatile political situation and anticipated developments. Interventions will be provided directly to local municipalities, engaging at a higher/broader coordination level with the Tripoli based national institutions. Shall recent clashes escalate further, the major impact would be on component 1 for the infrastructure rehabilitation, as all other interventions can be conducted in rather safer areas, even with delays. In case the clashes affecting Tripoli and its surrounding will continue, UNDP will start working in municipalities that are not (or are less) affected, and consider the need for providing equipment of the municipalities in difficulty (UNDP is currently providing support for six municipalities in Tripoli, out of which three directly affected by the clashes).</p> <p>As for the international staff presence on the ground, mitigation measures have been designed to apply if the security situation deteriorates, including by implementing a light-footprint approach.</p>

<p>Changes in numbers and priorities of migrants and host communities, and relevant authorities.</p>	<p>Medium</p>	<p>There will be new displacements (primary, secondary and tertiary) as well as a new, emerging caseload of those whose vulnerabilities have increased as a result of the conflict and its secondary effects.</p>	<p>The Action will be flexible and adaptable to any changed context or to better suit the unique needs of those affected, this includes ensuring flexibility in implementation activity for other priority areas.</p> <p>Past programming from implementing partners will be evaluated and best practices utilised where possible. Any changes will be discussed and agreed upon with EU locally before being implemented.</p>
<p>Access issues related to security and infrastructure, including deteriorating security situation on roads, leading to some populations being cut-off; related inability to identify locations deemed 'appropriate' for intervention.</p> <p>Suspensions in implementing activities in the event that access is not possible.</p>	<p>Medium to high</p>	<p>Access to locations is not hindered by security, local authorities and leaders, migrant participation, government restrictions, military interventions, and security.</p> <p>The security and political environment allows for access and response to the needs of migrants and will not further deteriorate to a level preventing project implementation.</p>	<p>The Action continues to coordinate with the United Nations Department of Safety and Security (UNDSS), partners and authorities regarding security and implementing partners' presence to ensure a trustful relationship between stakeholders. Implementing partners utilise third-party contracting where possible and appropriate.</p> <p>Activities delayed until the security situation in the target area is sound and there is no potential for harm to beneficiaries or project staff; training sites may be moved pending security assessments.</p>
<p>Beneficiaries cannot engage due to fear, insecurity, inability or lack of access; unhappiness based on misconceptions about services or assistance not being equally provided.</p>	<p>Low/ Medium</p>	<p>Target beneficiaries are willing to participate/cooperate.</p>	<p>Messages to the project beneficiaries will be communicated through government authorities or local/community leaders to effectively reach the target beneficiaries. Social media will also be used to ensure engagement of beneficiaries.</p> <p>Consistent, open and honest partner communication and engagement continues to be based on mutual trust and respect for beneficiaries.</p>

Loss of resources (funds, goods, assets) due to looting, vandalism and fraud.	Medium	The operating environment will remain similarly restrictive this year due to the stalled political process, with minimum operating space for implementation and monitoring.	Putting in place security measures and effective internal control to mitigate potential loss of resources, reinforcing third party monitoring.
Impact of the declining economic environment on the cost of operations and related capacity of local partners.	Medium	Local implementing partners are willing and able to participate/cooperate.	Continuing to build the capacity of local partners with ability to operate in Libya. Implementing partners will closely liaise with relevant actors to ensure expectations are clear and response is based on need; Activities will all be implemented within the parameters of civil military guidelines. Regular monitoring and evaluation exercises in order to assess the implementation of the Action and allow for the suspension of activities, should the conditions on the ground not allow for their proper implementation.
The threat of economic collapse will negatively impact financial liquidity.	Medium	Implementing partners will have access for banking institutions in Tunisia.	Continuously monitor how the changing security situation affects Libya's economic outlook, financial liquidity, and availability of cash. Encourage implementing partners to establish bank accounts in Tunis to facilitate transfer of funds to support interventions.
Human rights violations in the areas related to the Action's field of intervention increases.	Medium	The Libyan political situation does not further deteriorate.	The Action is driven by a rights' based approach and the conflict sensitivity is mainstreamed in all the activities.
Change of interlocutors at the local level after the local elections in Libya (expected this year).	Medium	There will be continuity in dialogue with key partners from local municipalities.	Continuous monitoring of the development and political evolution. Prioritization to be conducted in consultations with wider and representative groups from the community – to ensure that the infrastructure to be supported is identified inclusively and supported by the communities.

3.4. Mainstreaming

Gender mainstreaming will be embedded in the consultation processes, with specific provisions for including the views of women. It is expected that priority interventions reflecting needs of women are supported by the Action. Women will also be specifically targeted for the job creation/ SMEs development component, as the intervention will build on taking into account barriers for women economic empowerment.

The Action will continue mainstreaming a conflict-sensitive approach (including the Do No Harm/ minimizing risks principles). It will prioritize activities and investments at the local level that can reduce conflict-induced vulnerabilities, for host communities – including IDPs and returnees – as well as migrants and refugees across Libya. More broadly, it will undertake activities and investments that can address pre-conflict horizontal inequalities between regions and social groups that are related to gender, age or ethnic status.

Despite the challenging context and fluid security situation, the Action will aim to build ownership and buy-in of national and local authorities. By addressing the pressing needs of small and isolated municipalities that were left behind by other development interventions, the Action will address repeated calls for support from MoLG. Efforts will be made to embed capacity building for local partners, who will further ensure an ownership for results and a further continuation of activities and interventions piloted and tested.

3.5. Stakeholder analysis

The Action will build on previous positive practice and will continue working with the MoLG as the key national counterpart responsible for the local authorities (in line with Law 59, it is tasked with “setting plans and programmes to implement the State’s policy in local governance, including local public services and urban planning and development”). Policy-makers and managerial staff in central institutions directly supporting local governance processes will also be involved, benefiting from policy advice, capacity development and increased interaction with local actors.

For a comprehensive and systematic approach, the Action will require close collaboration between line ministries, including the Ministry of Health, Education, Labour, among others. Representatives of the deconcentrated Executive Offices (EOs) of line ministries and state agencies, in particular those from: Health, Education, Water, Electricity, Sewage & Sanitation, Youth & Sports Affairs, will be closely involved in project implementation. For all activities, efforts will be coordinated with local and national authorities to receive authorisation and secure access to areas and facilities, understand needs, ensure uniformity of interventions and avoid duplication of efforts and exercises.

Mayors and municipal councillors in selected municipalities will be other important stakeholders that will be closely engaged during the implementation of the Action. In the context of high volatility at national political level and severe security threats, engaging with local actors may be the most sensible way to provide meaningful support for vulnerable people in selected communities.

The Action will build on implementing partners’ engagement with local and international civil society groups and community-based organizations. It will build on the experience of other community bodies such as women’s or youth groups, who are often better placed to assess the actual needs. Partnerships will continue to lead to ownership and sustainable development through transfer of expertise and knowledge.

4. IMPLEMENTATION ISSUES

4.1. Financing agreement, if relevant

Non-applicable

4.2. Indicative operational implementation period

The indicative operational implementation period of this Action, during which the activities described in section 3.2 will be carried out and the corresponding contracts and agreements implemented, is 36 months from the date of signature of the contract. Extensions of the implementation period may be agreed by the EUTF-NoA Manager by amending the relevant contracts/agreements and informing ex-post the Operational Committee.

4.3. Implementation modalities

With a total amount of EUR 18 million, the Action will be implemented through indirect management with UNDP. As outlined in section 2.2.3 (justification), this selection is based on the following criteria: positive ROM report, including effective and efficient results delivery, expertise and operational capacity, presence on the ground and relevant mandate. UNDP is working in Libya since the 1970s, with a new era of cooperation started after 2011. It implemented interventions at local level since 2012, developing a particular competence in supporting municipalities through the rehabilitation of critical infrastructure, access to improved basic services including health and education.

The January 2019 ROM report, highlighted UNDP's solid experience in the Libyan context, developed a relevant programmatic approach with a well-adapted delivery mechanism based on conflict-sensitive methods and the right mix of highly visible outputs and longer-term capacity building and dialogue building soft activities.

UNDP will build on its comparative advantage and accelerated results in the current Action to provide effective and efficient support for the target population. It will rely on its team of coordinators, engineers and reporters, located in all regions of Libya. UNDP Libya has a strong presence on the ground, able to ensure high quality, impact and value for money, ensuring accountability for the use of funds.

For Capacity Development and Social Cohesion activities, UNDP may engage international organizations through responsible party agreement or through procurement processes to identify the best contractors in line with UNDP rules and regulations. Infrastructure rehabilitation will be managed directly through procurement processes, including a diligent review processes on site, before any new contracts are signed. For delivery of equipment, long term agreements hold with various UN agencies will be considered, aiming to ensure quality and increase the delivery speed. Innovation challenge may be considered for the implementation of job creation component, supporting small and medium enterprises development and job creation for youth and women, particularly most vulnerable ones. A responsible party agreement will be considered with *Tatweer Research* from Benghazi, building on the networks of incubators established in Libya, including a presence in at least three cities (Benghazi, Sebha, and Tripoli).

4.4. Indicative budget

Component	Amount EUR
1. Local Capacity Building and access to basic services	11 100 000
2. Social Cohesion and Community Security	2 600 000
3. Economic Recovery and Job Creation	4 300 000
Total	18 000 000

4.5. Monitoring and reporting

UNDP, being the implementing partner of the Action will establish a permanent internal, technical and financial monitoring system for the Action and prepare regular progress reports and final reports.

In the initial phase, the indicative logical framework agreed in contract and / or the agreement signed with the implementing partner will be complemented with baselines, milestones and targets for each indicator. Progress reports provided by the implementing partner should contain the most recent version of the logical framework agreed by the parties and showing the current values for each indicator. The final report will complete the logical framework with initial and final values for each indicator. The final report, financial and descriptive, will cover the entire period of the implementation of the Action.

The Commission may undertake additional project monitoring visits both through its own staff and through independent consultants recruited directly by the Commission for independent monitoring reviews (or recruited by the responsible agent contracted by the Commission for implementing such reviews).

The implementing partner will report on a number of common EUTF indicators of the selected results for this Action (see list in English / French published on the EUTF¹³ website). As relevant, other indicators can be selected and reported on from the lists of sector indicators defined with thematic units.¹⁴

Project Implementing Partners will be required to provide regular data, including the evolution of the actual values of the indicators (at least every three months) to the contracting authority, in a format which is to be indicated during the contract negotiation phase. The evolution of the indicators will be accessible to the public through the EUTF website (<https://ec.europa.eu/trustfundforafrica/>) and the Akvo RSR platform (<https://eutf.akvoapp.org/en/projects/>).

4.6. Evaluation and audit

If necessary, ad hoc audits or expenditure verification assignments could be contracted by the European Commission for one or several contracts or agreements.

¹³ EN: https://ec.europa.eu/trustfundforafrica/sites/euetfa/files/eutf_results_indicators_41.pdf

FR: https://ec.europa.eu/trustfundforafrica/sites/euetfa/files/eutf_results_indicators_41_fr.pdf

¹⁴ <http://indicators.developmentresults.eu> User name/password: results

Audits and expenditure verification assignments will be carried out in conformity with the risk analysis in the frame of the yearly Audit Plan exercise conducted by the European Commission. The amount allocated for external evaluation and audit purposes should be shown in EUR. Evaluation and audit assignments will be implemented through service contracts, making use of one of the Commission's dedicated framework contracts or alternatively through the competitive negotiated procedure or the single tender procedure.

4.7. Communication and visibility

Communication and visibility of the EU is a legal obligation for all external actions funded by the EU. This Action shall contain communication and visibility measures which shall be based on a specific Communication and Visibility Plan of the Action, which will be developed early in the implementation. The measures are implemented by the Commission, the partner country, the contractors, the beneficiaries and / or the entities responsible in terms of legal obligations regarding communication and visibility. Appropriate contractual obligations will be included in the financing agreement, purchase and grant agreements and delegation as well as contribution agreements.

Communication and visibility requirements for the European Union are used to establish the communication and visibility plan for the Action and the relevant contractual obligations.

List of Acronyms:

AD	Action Document
AICS	Italian Agency for Development Cooperation
CBOs	Community-based Organizations
CSOs	Civil Society Organisations
EOs	Executive Officers
EU	European Union
EUBAM	European Union Border Assistance Mission
EUTF	European Union Trust Fund for stability addressing the root causes of irregular migration and displaced persons in Africa
EUTF - NoA	European Union Trust Fund for Africa – North of Africa Window
GIZ	Deutsche Gesellschaft für Internationale Zusammenarbeit – German Development Cooperation
JCA - UNSF	Joint Country Assessment - United Nations Strategic Framework
IDPs	Internally Displaced Persons
ILO	International Labour Organisation
IOM	International Organisation for Migration
MoE	Libyan Ministry of Education
MoLG	Libyan Ministry of Local Government
MSMEs	Micro, small and medium enterprises
ROM	Results Oriented Monitoring
SLCRR	Strengthening Local Capacities for Resilience and Recovery
SGBV	Sexual and gender-based violence
UNDP	United Nations Development Programme
UNDSS	United Nations Department of Safety and Security
UNHCR	United Nations High Commissioner for Refugees
UNICEF	United Nations Children Fund
UNSMIL	United Nation Support Mission in Libya
USAID	United States Agency for International Development

Annex: Indicative Logical Framework Matrix

	Results chain: Main expected results	Indicative Indicators	Sources and means of verification	Assumptions
Impact (Overall objective)	Improved living conditions and resilience of vulnerable populations (including migrants, refugees, Internally Displaced Persons, returnees and host communities), in particular in the municipalities most affected by migratory flows and/or damaged by the conflict (in line with Priority Action IV and Strategic Objective IV of the EUTF – NOA).	<ul style="list-style-type: none"> - Accessibility of basic services in target communities. - Extent of social cohesion in selected localities. - Availability of business support environment. 	Independent data collection 2019	<i>Selected municipalities will not be affected by escalations of violence; development interventions will have access to the selected municipalities; open engagement from national and local level authorities.</i>
Outcome(s) (Specific Objective(s))	<p>SO 1. Strengthen responsiveness of local institutions in delivering essential public services to crisis-affected populations and in leading recovery processes (aligned with EUTF NOA Specific Objective 4.VI. <i>Factors affecting social exclusion, social marginalisation, gender-inequality and discrimination are prevented and mitigated</i>).</p> <p>SO 2: Enhance municipalities and local communities' capacity to strengthen local cohesion and community security (aligned with EU TF NOA Specific Objective 4.VII. <i>Stability and recovery of local communities, including migrant populations on the move and returnees, is progressively enhanced, most notably in conflict or post-conflict areas</i>).</p> <p>SO 3: Strengthen economic opportunities for youth and vulnerable groups (including women) through inclusive and participatory local economic recover (aligned with EU TF NOA Specific Objective 4.IV. <i>Economic and equal opportunities are enhanced, in particular for vulnerable groups</i>).</p>	<p>1.1. <i>% of capacity increase for the selected local authorities in delivering essential public services;</i></p> <p>1.2. <i>% of municipal staff reporting an increase in skills and competences to plan, coordinate and implement resilience and recovery measures;</i></p> <p>2.1. <i>% increase in municipalities with active local dialogue groups;</i></p> <p>2.2. <i>% increase in community security initiatives undertaken ;</i></p> <p>3.1. <i>% increase in economic opportunities (e.g., job training participants, business loan recipients) for youth and women in selected locations;</i></p> <p>3.2. <i>% increase in women who are beneficiaries from economic recovery component.</i></p>	Independent data collection 2019	Factors outside project management control that may affect linkage: Escalation of violence in selected areas; lack of cooperation from national level institutions; divisive narrative at the municipality levels.

<p>Outputs / results</p>	<p>Output 1: Basic infrastructure rehabilitated or constructed, equipment delivered, and local authorities trained to plan and deliver services</p> <p>Output 2: Local stakeholders trained on methods for improving community security, and Rule of Law facilities rehabilitated or constructed;</p> <p>Output 3: MSMEs established and individuals supported to develop economic income generating activities.</p>	<p>1.1 Number of people (including percentage of women, IDPs, refugees and migrants disaggregated by sex and age) with improved access to basic services;</p> <p>1.2 Number of socio-economic and infrastructure projects per type (health, education, water, electricity, sanitation, urban infrastructure) and financial volume;</p> <p>1.3 Number of municipalities with institutional development plans.</p> <p>2.1. Number of people (including percentage of women, IDPs, migrants and refugees, where feasible disaggregated by sex and age) with enhanced knowledge and skills on social cohesion, conflict prevention and local peace building;</p> <p>2.2. Number of municipalities with enhanced actions on community security;</p> <p>2.3 Number of Rule of Law facilities rehabilitated/constructed.</p> <p>3.1. Number of people assisted to develop economic income generating activities (including access to funding), business development services and/or entrepreneurship and financial education awareness programmes in crisis/post-crisis settings, disaggregated by sex and age;</p> <p>3.2. Number of people benefiting from professional trainings (TVET) and/or skills development disaggregated by sex and age;</p> <p>3.3. Number of local economic support infrastructure (including local business incubators or other economic support centres).</p>	<p>1.1. Third-party monitoring data; field surveys.</p> <p>1.2. Municipality records/project reports; third party monitoring reports.</p> <p>1.3. Third party monitoring plans.</p> <p>2.1. Third party monitoring reports.</p> <p>2.2. Third party monitoring reports.</p> <p>2.3 Third party monitoring reports.</p> <p>3.1. Third party monitoring reports.</p> <p>3.2. Third-party monitoring reports.</p> <p>3.3. Third-party monitoring reports.</p>	<p>Factors outside project management control that may affect linkage:</p> <ul style="list-style-type: none"> -limited contractors / lack of applications to the competitions announced; - difficulty to access remote municipalities - economic crises affecting the willingness to engage in the economic development activities
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