

PROJECT EVALUATION REPORT

Enhancing Youth Participation in the 2017 Legislative and
Presidential Electoral Process (EYP)

United Nations Development Programme/Liberia

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EXECUTIVE SUMMARY

Introduction

The United Nations Development Programme (UNDP) in Liberia commissioned an independent evaluation of the Enhancing Youth Participation in the 2017 Legislative and Presidential Electoral Process Project (EYP). The EYP Project was funded by the United Nations (UN) Peacebuilding Fund (PBF). UNDP and its partners – including the United Nations Population Fund (UNFPA) - implemented the project in Liberia from 20 May 2017 through 31 December 2019. The evaluation is designed not only help to better understand how the PBF-funded project has made progress towards its intended results, but also help inform future potential PBF contributions to Liberia and other countries.

Background and Context

The UN has been a key international partner in peacebuilding in Liberia has had an important, active role in supporting development and governance, including elections. With general elections scheduled for October 2017 – and the UN Mission preparing to depart from Liberia – the United Nations System in Liberia and the Government of Liberia responded to a request of the United Nations Security Council (UNSC) to develop a peacebuilding plan to strengthen the UN Country Team (UNCT) and sustain peacebuilding gains.

The UN and GoL developed a peacebuilding plan set the framework for the Liberia Multi-Partner Trust Fund (LMPTF)/PBF Secretariat, which then developed the EYP project to support youth participation as part of supporting the peacebuilding plan. International and Liberian stakeholders were concerned that there had been little targeted outreach to Liberia’s youthful population on the importance of peaceful participation in the Presidential and Legislative elections due in early October 2017. The \$1.8 million PBF project was signed in May 2017; UNDP was to implement the project. With only a few months to go before the elections, the design and implementation of the project focused on the campaign, election day, and the post-election period as well as the anticipated second round of the Presidential election – not on building sustainable capacity. UNDP developed activities with the GoL and through a competitive solicitation of project ideas from CSOs targeting the outputs of the approved project document. UNDP brought in other UN Agency partners (UNFPA and UN Women) into the review of proposals. The review selected well qualified, capable Liberian CSOs to cover some outputs; however, other outputs were not successfully covered as either proposals or the institutional capacity of CSO offerors did not meet the criteria in the solicitation. UNFPA volunteered to use its existing GoL and CSOs implementing partners (IPs) for these activities to cover key outputs under outcomes one and two. The project management committee agreed and made a decision for UNFPA to manage these activities. Youth activities under the EYP were extended for an additional three months in December 2017 (until 31 March 2018) to support activities towards the delayed second round of the Presidential election.

The EYP project also funded staff and operations of the LMPTF/PBF Secretariat through a dedicated outcome. This outcome was extended further through a cost extension to the EYP, to reach a total of \$2,477,861 and then a no-cost extension to have activities under this outcome end 31 December 2019.

Evaluation Scope and Objectives

The TOR focused the evaluation on evaluating the relevance, effectiveness, efficiency, impact, and sustainability of the Project, including its contribution to human rights and gender equality, as well as identifying best practices and providing recommendations that may be used for future programming. The Final Project Evaluation assesses the performance of the Project towards achieving its intended results and contribution to outcomes by evaluating the strengths, weaknesses/gaps, good practices of the Project as well as provides recommendations for potential future assistance for Liberia based on this experience

Evaluation Approach and Methods

The evaluation was conducted by a team of two independent evaluators contracted to UNDP. The evaluation's approach was to review documents on the project, Liberia and United Nations' engagement in the country, conduct interviews with the project team, UNDP, UNFPA, other UN agencies, implementing partners (IPs), and stakeholders, and hold focus groups with EYP beneficiaries in counties where the project worked in 2017. The evaluation design is based on the independence of the evaluation team (ET), a focus on evaluating the most important project activities vis-a-vis reaching project objectives, purposive sampling of the most relevant and knowledgeable partners, beneficiaries and stakeholders for interviews and focus groups, triangulation of data, and comparison of findings. Fieldwork in Liberia for the evaluation was conducted 17-28 February 2020 in Monrovia as well as in Montserrado, Margibi, and Grand Bassa Counties. A total of 56 persons participated in the ET's interviews and focus groups discussions: 30 key informants were interviewed in Montserrado and 26 discussants participated in focus groups in the three counties.

Data Analysis

The evaluators have compared findings and triangulated data gathered through different methodologies, from different documents, and from different categories of informants. Findings of the evaluation are from numerous documents, interviewees, and focus group participants. The comparison and triangulation of findings has been used to validate these findings, identify best practices, reach conclusions, and make recommendations

Findings and Conclusions

Relevance

EYP support towards youth participation, seen as one of the main worries that threatened the 2017 elections, was seen as relevant. Youth participation in the 2017 elections was seen as important because young people were susceptible to being negatively influenced by politicians, including potentially to violence. The last Presidential and Legislative elections in 2011 were marred by some important incidents of violence.

UNDP has relevant corporate strengths in peace building and youth engagement in elections, and extensive experience in these areas worldwide as well as in Liberia. UNFPA has extensive corporate capabilities in youth work with important experience in elections. UNDP, UNFPA, and the PBSO used their policies and procedures to validate the relevance the design and plans of the EYP project in the development of the

project. This included enlisting explicit host country and broader UN support. Interviews with UNDP, UNFPA, PBSO, IPs, and stakeholders found all agreed that the project was relevant.

Project support for the MPTF/PBF Secretariat was seen as relevant as voluntary contributions to UN organisations were on the decline and PBF funding was seen as imperative to support peacebuilding. Funding for the Secretariat through the EYP project was seen as relevant to improving the design, implementation, and reporting to the PBF of UN agencies in Liberia for existing and new projects; demonstrating programmatic effectiveness was done with the support of the secretariat, which has contributed to securing finding continued PBF funding for Liberia.

Effectiveness

EYP was seen as effective because it was a comprehensive project. The project was effective in that it brought together key implementing partners and stakeholders to address an important problem, the limited engagement to that point to support peaceful youth participation in the 2017 elections. EYP worked in line with national priorities and the international commitments of Liberia on this effort. The EYP project enabled youth to constructively participate in 2017 through the engagement of youth via a variety of partners and methods. Young people from opposing political parties, through their party youth leaders and national youth organizations such as FLY, LINSU and the Mano River Youth Parliament, held caravans that spread messages of peace, radio discussions, sports, symposiums and developed documents of common front to uphold peace and stability in the country. Implementing CSOs and line government agencies such as the Ministry of Youth and Sports, Ministry of Gender, and Ministry of Internal Affairs set up various platforms such as Early Warning Mechanism, County Peace Committees, etc. through which young people reported issues of election related violence, including sexual and gender-based violence (SGBV), through committees and information technology (including mobile phone-based electronic dashboards). Activities increased the leadership and participation of young women and men in electoral and post-electoral mechanisms and processes for peacebuilding, while increasing their capacity and skills to monitor, prevent and mitigate electoral violence (including SGBV).

The MPTF/PBF Secretariat leadership, monitoring and evaluation, and operations funded through Outcome 3 of the EYP project was seen as effective in working to mainstream peacebuilding in UN agencies and their IPs and in serving as the bridge between PBSO and UN agencies and Liberian CSOs in developing proposals for PBF funding, implementing PBF-funded projects, monitoring and evaluation on these projects, and financial and narrative reporting to PBF on these projects. Under Outcome 3, the project supported the Social Cohesion and Reconciliation (SCORE), which index seeks to improve the effectiveness of peacebuilding efforts based on evidence, and was designed to address the deficits in informing sustainable processes of conflict transformation. As a customizable, flexible and evidence-based diagnostic and predictive assessment instrument, the SCORE can be utilized to identify programmatic entry points which are most likely to have a positive impact on peacebuilding outcomes. Two other activities of the EYP, carrying out the SCORE peacebuilding assessment of Liberia in 2018 and funding a senior advisor on peacebuilding to support the new incoming Presidential administration in 2018 varied in effectiveness. SCORE was used by the GoL, UNCT, UN agencies, and IPs for understanding violence risks and variation across Liberia and thus effective. The senior advisor became ill after a month and was not successfully replaced, which was not effective. These funds were reprogrammed with PBSO approval to extend support

through EYP to the MPTF/PBF Secretariat for an additional six months – which was seen as an effective use of funds.

Efficiency

EYP was largely able to achieve the expected results of the project, demonstrating efficient administration through capable staff that were able to build and maintain relationships and successfully complete the needed processes to operate in the sensitive area of youth participation and non-violence in contested elections over a short period of time. The approach of working through staff as well as IPs worked, although unsurprisingly some activities and mechanisms were more efficient and worked better than others.

The MPTF/PBF Secretariat developed and institutionalized practices that were seen as efficient in engaging with the GoL, UN Resident Coordinator, PBSO, UN agencies and Liberian CSOs. Shifting funds from the one unsuccessful output, the deployment of a senior peacebuilding advisor to support the new President, to continued operations of the MPTF/PBF Secretariat was seen as supporting the efficient implementation and development of the PBF's investments in Liberia.

Impact

EYP has reported on achievements in its reporting to the PBF, noting that almost all results under the outcomes outputs on peaceful youth participation in the 2017 elections have been achieved; interviews concurred. The project has changed the behaviour of some young people by enabling them to show deep sense of national ownership and take responsibility for the post elections peace in the country through national youth structures (FLY, LINSU). The project supported longer term Liberian initiatives intervening and participating in the resolution of community conflicts by augmenting their youth participation and developing the capacity of the youth that participated in these endeavours with the support of the project.

Support to the MPTF/PBF Secretariat was seen as impactful because the MPTF/PBF Secretariat has been able to support the successful implementation of the portfolio of PBF-funded projects in Liberia, which in turn have had impact (including EYP). This support was seen as instrumental in developing and successfully competing for new PBF awards and implementing these jointly – new developments in the UN system in Liberia. SCORE was seen as impactful, as it has informed GoL, UN, and partner activities. No impact of the deployment of the senior peacebuilding advisor in the new President's administration in 2018 for a month was noted. The limited results framework of the project hampered the identification of impact.

Sustainability

UNDP designed EYP to build on existing partnerships with government and CSO partners. Gender and human rights sensitivity of these partnerships was strengthened by leveraging UNFPA's links with youth and disadvantaged population based CSOs. Bringing UNFPA into the project brought the existing partnerships of UNFPA into the project. However with only a few months to go before the first round of the Presidential elections and the Legislative elections in October - in what were expected to be tense elections - and the need to reach youth quickly with non-violence messaging, supporting the sustainability of achievements or organisations was not a major driver of the types of activities EYP pursued with these

partners or the modalities that the partners chose to implement many activities. Activities under EYP set the stage for the successful development and attainment of PBF funding of a new joint UNDP/UNFPA project focused on disadvantaged youth (zogos) which may be more sustainable. Disadvantaged youth have been used by political actors as agents or tools of violence. Other youth sustainable activities influenced by the project included strengthened early warning mechanisms, county peace committees, and youth peace clubs at the county/district levels; and enhancing the project management capacity and strengthening county chapters of FLY and LINSU as well as enhancing rural youth involvement in the promoting peace through cultural dance and use of caravan.

The design and operation of the LMPTF/PBF was seen as supporting sustainability of PBF-funded work overall because it strengthened and maintained relationships between UN agencies operating in Liberia and their government and civil society partners with the PBSO. The Secretariat was seen as having contributed to sustainability and a rights-based approach to UN programming by helping the Office of the High Commissioner for Human Rights (OHCHR) open a Country Office in Liberia through PBF funds. OHCHR has since successfully mobilised other resources to expand its presence and work in Liberia. SCORE was seen as useful for supporting thinking about sustainability because of its orientation on long-term peacebuilding and the use of SCORE for comparing data on peacebuilding from SCORE analyses from 2016 and 2018.

Cross-cutting Issues: Human Rights and Gender

The EYP Project was designed with a focus on human rights by focusing on expanding the peaceful participation of disadvantaged and marginalized youths in electoral processes using the networks of key national youth based CSOs including FLY, LINSU, WACDA, IREDD, NAYMOTE as well as government institutions such PBO which conducted their respective activities with human rights and gender sensitivity, particularly in support to electoral participation of youth and in outreach to women. Interviews corroborated project reports, noting that for the first time, disadvantaged youths and commercial motorcyclists felt that they had been engaged productively in elections (rather than by politicians to disrupt elections). The Secretariat has also engaged with OHCHR which been instrumental in developing the PBF award that led to opening an OHCHR Country Office in Liberia.

Lessons Learned

Sustained UN engagement and partnerships through successive mechanisms and projects builds relationships with key partners that can be rapidly activated to support shared goals through PBF funding.

UN Agencies and their Liberian partners have the processes, products, and relationships that can be used to effectively reach the youthful population to support non-violent participation in elections. The project capitalized on these relationships and products by using them to promote non-violent youth participation in the elections (particularly for young women and girls).

Earlier funding and programming on elections is seen as preferable, more effective, and as having greater potential impact and sustainability by UN agencies and IPs.

UN agency-developed products –ranging from the sophisticated analytic work of SCORE to simple posters and promotional materials that disseminated NEC-developed messaging on peaceful elections - are valued by government partners, but partners may not be able to continue these approaches and develop follow-on products in post-conflict Liberian conditions as these partners lack capacity and funding.

Management takes resources; PBF resources need to be deployed in flexible ways to support management of PBF-funded projects. PBF support for the LMPTF/PBF Secretariat - as provided through this project and extended beyond the conventional length of PBF projects - worked to provide broader benefits to Liberian partners and stakeholders and UN agencies through the LMPTF/PBF Secretariat's support for other PBF projects and their UN agency and CSO implementers.

UN agencies appreciate the support of the LMPTF/PBF Secretariat and PBF-funded projects in the development, implementation, monitoring and evaluation, and reporting on joint projects.

Limited coordination amongst UN agencies and implementing partners was challenging and may have limited potential results.

Supporting civic education and building support for and trust in the Liberian political system is challenging in current conditions that are dominated by mistrust of politicians, political parties, and government institutions.

Visual evidence from other countries about the importance of peaceful elections can impress on Liberians the importance of peace by providing examples of the costs of electoral conflict.

Recommendations

Although the government has not requested UN support for the 2020 elections and there has not been a Needs Assessment Mission, UN agencies and the PBF should immediately consider developing and funding initiatives targeting inclusive, peaceful participation in the 2020 elections in Liberia. This is particularly important due to the limited donor base in the country, limited funding for peacebuilding, and lack of government resources for anything, including civic and voter education.

UN agencies and the PBF should consider developing and funding more sustainable, longer-term initiatives supporting inclusive, peaceful participation in the 2023 elections in Liberia - particularly initiatives targeting youth.

UN agencies should collaborate and explore approaches to work with partners and stakeholders to address the lack of confidence and trust of the citizens in key government institutions and politics in Liberia; the PBF should consider supporting joint initiatives in this area.

Civic and voter education have been components of UNDP, other UN agency, USAID, and other donor programming at critical points in electoral cycles since 2005. Strong trusted civic and voter education is still needed to inform citizens, particularly young people, as concerns rise about media manipulation and

social media misuse under current conditions in Liberia. UN agencies, IPs, and CSOs should consider targeted work with the media, particularly social media, to address this challenge. The PBF should consider funding activities in this area through UN agencies or directly with CSOs.

UN agencies should consider developing approaches to support civic and voter education, youth engagement, ending violence against women and girls, and gender equality through peacebuilding in longer-term ways that emphasize sustainability through GoL and civil society organisations. UN agencies should commission assessments and then design and manage participatory processes to validate assessments and develop initiatives jointly. CVE focused on youth and women is an urgent priority as elections are due in October for the Senate.

The PBF should consider developing funding instruments with longer time frames – or making it clear that sequential awards are envisioned - as peacebuilding problems and opportunities in Liberia are not of short duration.

With the highly-limited donor base in Liberia for peacebuilding, United States government reluctance to provide funding through UN basket funds, and extremely limited GoL funding, the PBF should continue to provide support for the LMPTF/PBF Secretariat to support the development, management, monitoring and evaluation, and reporting of projects in peacebuilding in the country and of PBF-funded projects. This support is particularly important and appreciated for the development of joint projects that link UN agencies.

The LMPTF/PBF Secretariat should consider developing more ways to systematically support PBF-funded projects as well as provide information and targeted support to UN agencies, the GoL, and CSOs in Liberia. These services might include enhanced information sharing, funding and managing evaluations, support for results-based monitoring (RBM), and support for PBF reporting.

To enhance the independence of evaluations, PBSO should consider funding evaluation of PBF-funded projects through projects that support the LMPTF/PBF Secretariat rather than through the UN Agencies that are the recipients of discrete PBF-funded projects.

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LIST OF ACRONYMS AND ABBREVIATIONS

BTOR	Back to Office Report
CSO	Civil Society Organization
DSRSG	Deputy Special Representative of the Secretary-General
DIM	Direct Implementation Modality
ESP	Electoral Support Project
ET	evaluation team
EWER	Early Warning Early Response
EYP	Enhancing Youth Participation in the 2017 Legislative and Presidential Electoral Process Project
FAO	Food and Agriculture Organisation
FGD	Focus Group Discussion
FLY	Federation of Liberian Youth
GoL	Government of Liberia
IOM	International Organisation for Migration
IP	Implementing Partner
IREDD	Institute for Research and Democratic Development
IRF	Immediate Response Fund
LINSU	Liberian National Student Union
LMDI	Liberia Media for Democratic Development
LMPTF	Liberia Multi-Partner Trust Fund
LNP	Liberian National Police
OECD	Organization for Economic Cooperation and Development
DAC	Development Assistance Committee
MFDP	Ministry of Finance and Development Planning
MIA	Ministry of Internal Affairs
MOP	Messenger of Peace
MOYS	Ministry of Youth and Sports
MPTF	Multi-Partner Trust Fund
MRUYP	Mano River Union Youth Parliament
M&E	monitoring and evaluation
NCSCCL	National Civil Society Council of Liberia
NEC	National Election Commission
NIM	National Implementation Modality
OHCHR	United Nations Office of the High Commissioner for Human Rights
ONPA	Office of the National Peace Ambassador
PBF	Peacebuilding Fund
PBO	Peace Building Office (Liberia)
PBSO	Peace Building Support Office
RUNO	Recipient United Nations Organisation
SCORE	Social Cohesion and Reconciliation Index
SDG	Sustainable Development Goal
SEED	Socio-Economic Empowerment of Disadvantaged (SEED) Youth Project
SGBV	Sexual and Gender Based Violence
SRHR	Sexual and Reproductive Health and Rights
TCL	Traditional Council of Liberia
ToC	Theory of Change
ToR	Terms of Reference
UN	United Nations

UNCT	United Nations Country Team
UNDP	United Nations Development Programme
UNFPA	United Nations Population Fund
UNMIL	United Nations Mission In Liberia
UNSC	United Nations Security Council
UNSCR	United Nations Security Council Resolution
UN Women	United Nations Women
USAID	United States Agency for International Development
USD	United States Dollar
VAWE	Violence Against Women Education
YEP	Youth and Elections Project (the Enhancing Youth Participation in the 2017 Legislative and Presidential Electoral Process Project)

1. INTRODUCTION

The United Nations Development Programme (UNDP) in Liberia commissioned an independent evaluation of the Enhancing Youth Participation in the 2017 Legislative and Presidential Electoral Process Project (EYP). The EYP Project – also referred to as the Youth and Elections Project (YEP) - was funded by the United Nations (UN) Peacebuilding Fund (PBF). UNDP and its partners – including the United Nations Population Fund (UNFPA) - implemented the project in Liberia from 20 May 2017 through 31 December 2019.

In accordance with UNDP monitoring and evaluation (M&E) policies and procedures as well as section 7.1 of the PBF's guidelines, every project is required to undertake an evaluation upon the completion of implementation. The evaluation is an opportunity to assess the PBF-funded project's achievements in an inclusive way and examine its overall added value to peacebuilding in Liberia. The evaluation assesses the overall progress of the project against its intended goals and objectives utilizing Organization for Economic Cooperation and Development (OECD) Development Assistance Committee (DAC) evaluation criteria. The evaluation is designed not only help to better understand how the PBF-funded project has made progress towards its intended results, but also help inform future potential PBF contributions to Liberia and other countries.

The Evaluation Report consists of eight sections. First this introduction explains why the evaluation is being conducted and outlines the report. Second, background and context briefly describes the environment for the Enhancing Youth Participation in the 2017 Legislative and Presidential Electoral Process Project and outlines the project, including its outcomes and outputs from the Project Document, and how it has evolved over implementation. Third, the report details the evaluation scope and objectives, explaining the purposes of the evaluation, including the questions to be answered. The fourth section explains the evaluation approach and methods. Fifth a brief section is provided on data analysis. Sixth, the report provides the findings and conclusions of the evaluation, organized by categories of relevance, effectiveness, efficiency, sustainability, impact, and cross-cutting of human rights and gender equality. The penultimate section covers lessons learned. Finally, the report concludes with recommendations. The body of the report is followed by five annexes: The Terms of Reference (ToR) for the international consultant for the evaluation, the list of documents used, a list of interviews and focus groups, and the data collection instruments used in the course of the evaluation.

2. BACKGROUND AND CONTEXT

The UN has been a key international partner in peacebuilding in Liberia has had an important, active role in supporting development and governance, including elections. The United Nations and its partners have supported election reforms and development of Liberia's electoral management body since the end of the civil war in 2003. Assistance through United Nations' Missions in Liberia (UNMIL) and UNDP was provided for successful, peaceful legislative and presidential elections in 2005 and 2011.

With general elections scheduled for October 2017 – and the UN Mission preparing to depart from Liberia - the United Nations Security Council (UNSC) requested through UNSC Resolution (UNSCR) 2333 that the Secretary General to submit within 90 days a peacebuilding plan for Liberia that would strengthen the UN Country Team (UNCT) and sustain the gains made over the years after the departure of the UN Mission (UNSCR 2016).

In response, the United Nations System in Liberia and the Government of Liberia in collaboration with national and international stakeholders developed a peacebuilding plan. The peacebuilding plan highlighted “Promoting Inclusive and Peaceful Elections in 2017” as one of the five core areas of the Roadmap for Liberia to demonstrate democracy and consolidate peace (GoL and UNMIL 2017). The elections were seen as critical the first time in the country’s history that a peaceful handover of political and administrative power from one democratically elected administration to another was to take place in a process of competitive multiparty elections. Paragraph 21 of the plan emphasized that credible election results are contingent on the level of citizens’ participation and inclusivity and that ensuring youth, women and marginalized groups are fully involved in the debate through civic and voter education was critical. The plan reiterated the importance of Liberia’s National Election Commission (NEC) in these processes and their role to ensure free, fair and transparent elections, as well as that all electoral aspirants must reject any form of violence during electoral activities.

The peacebuilding plan set the framework for developing the EYP project, which was developed by the Liberia Multi-Partner Trust Fund (LMPTF)/PBF Secretariat and UNDP staff through extensive consultations in Liberia with UN Agencies, government and CSO stakeholders, and with the PBSO, following PBF guidelines. The LMPTF/PBF Secretariat was also evolving at this time with the changing institutional architecture for peacebuilding and the UN system in Liberia as discussed further below in the findings of the evaluation.

The Project Document (ProDoc) is the foundational document for the Enhancing Youth Participation in the 2017 Legislative and Presidential Electoral Process Project. The initial ProDoc, signed May 2017 developed a two-tranche project with a budget of \$1,854,863, with UNDP the only RUNO (although UN Volunteers was noted as a participating agency as national UN Volunteers were to be used for project management).

The project was designed with three outcomes:

Outcome 1: Increased leadership and participation of young women and men in electoral and post electoral mechanisms and processes for peacebuilding at all levels;

Outcome 2: Increased capacity and skills of young men and women to monitor, prevent and mitigate electoral violence including gender-based; and

Outcome 3: Increased capacity of the Peace-building Secretariat to provide effective oversight, coordination, monitoring, reporting, evaluation and communication on the achievement of the PBF investment contributing to the implementation of the Liberia Peace-building Plan, including current and future IRF projects that support it

The ProDoc recognized that the first two outcomes were distinct from the third, which had a different orientation than elections and youth.

A revised ProDoc was developed with a cost-extension of the project in December 2017, adding a new second tranche of funds to UNDP of 1,179,456 to support the LMPTF/PBF Secretariat. The PBF approved the revision which brought the total amount of resources to the project to USD 2,477,861. The activities under Outcomes 1 and 2 on youth and the elections were modified somewhat and extended for an additional three months with the December 2017 revision (until 31 March 2018) to support activities towards the delayed second round of the Presidential elections, held 26 December 2017, as well as learning from the youth activities in the first quarter of 2018.

Outcome 3 was also extended from the initial project end date of 4 June 2018 for a year until 4 June 2019 with the cost-extension to extend the support for the staff and work of the LMPTF/PBF Secretariat. The revision developed two additional outputs under Outcome 3.

Finally, the project, when only implementing Outcome 3, was extended for a further six months at no cost by the PBF in June 2019. The final end date for Outcome 3 was thus made 31 December 2019.

The evaluation thus was tasked with evaluating all youth and election-related activities from Outcome 1 and 2, which were implemented for 13 months (with the end date of 30 June 2018) and the work of the project supporting the Secretariat function from Outcome 3, which was implemented for a total of 31 months (with the end date of 31 December 2019).

The Project Document provided context explaining the importance of peacebuilding for the country, which suffered from a devastating 14-year civil war between December 1989 to August 2003. The UN was critical in the country's emergence from civil war, including through a peacekeeping mission that managed the landmark 2005 general and presidential elections and supported Liberia's successful management of the 2011 legislative and presidential elections. The run-off round for the presidency in 2011 was tarnished when the opposition party of the candidate running against the incumbent president chose to boycott the second round of the presidential election.

The context section of the ProDoc noted the importance of the 2017 elections, the challenges to maintaining national peace and security that remain despite the progress made since the end of the civil war, and the importance of the large youth population for the country. Youth were seen as particularly salient in sustaining peace. One argument around the maintenance of peace in West Africa has been that people remember the devastation of conflict, and do not want to return to those horrific times. With rapid population growth, 65% of the population of the country are said to be under the age of 35, which thus leaves many of them with little to no direct memories of the conflict. This may weaken or end this dampening effect of prior violence. The ProDoc noted the challenges with the exclusion of youth people in governance and economic processes had continued with the weakening of social cohesion that accompanied the economic and social challenges of the Ebola Virus Disease, the decline in global commodity prices, and the economic slowdown in the country in recent years.

The ProDoc succinctly reviewed Liberia's history and its implications: The causes of the 14-year conflict are generally recognized to be land disputes and concessions, inadequate access to justice, corruption, inequality and impunity, and the exclusion of young people from governance and the economy (p. 5). The design recognized that the civil war and years of post-war socio-economic inequality have created a generation of excluded and disadvantaged youth. The UN and others were concerned that youth grievances could be exploited by unscrupulous political leaders who might lure marginalized youth into violence against their political opponents. The ProDoc noted that circumstances in Liberia have been characterized as "negative peace" – with an absence of violence despite the structural social, political, and economic issues that leave the country volatile and at risk of violence.

The ProDoc recognized that additional efforts were needed to coordinate meeting the human security needs of the Liberian people by investing in national institutions through "existing project-related networks, policy structures, and outputs to ensure post-election peace" (p. 5) with a double transition: the impending withdrawal of UNMIL as of March 2018 and the new incoming Liberian government in January 2018.

The PBF has invested since 2007 in Liberia in strengthening strategic peacebuilding areas identified by the government and CSOs as priorities, including in rule of law, access to justice, security sector reform, enhancing human rights protection, and the consolidation of peace and national reconciliation. The PBF engaged with the UNCT in Liberia and the Peacebuilding Office (PBO), the Government of Liberia (GoL)

counterpart for the PBSO, in the development of the project because of the importance of the elections and youth participation and the important roles PBF-funded projects and activities have in peacebuilding in Liberia.

The Enhancing Youth Participation in the 2017 Legislative and Presidential Electoral Process Project was developed because of the importance of youth participation in elections in Liberia and to fill what were seen as gaps in the existing support for peaceful youth participation in the elections from the NEC, including through UNDP support to the NEC through the 2015-2018 Electoral Cycle Support Project. These needs led the PBO Secretariat and UNDP to develop the EYP and Outcomes 1 and 2 of the project. Three outputs were developed under each of these Outcomes.

Outputs under Outcome 1 were:

Output 1.1: Increased space for youth engagement, dialogue, and civic participation to diffuse potential election prone conflict at community levels and significantly reduced the number of reported incidents of electoral related violence in 15 counties.

Output 1.2: Promote confidence- and trust-building between the different community youth groups, Political Party's Youth Leagues, Liberian National Police (LNP), local institutions and civil society.

Output 1.3: Support LNP at the county and district level to engage with youth, particularly young women and girls, community policing, peacebuilding and linkages with the early warning and response mechanism.

Outputs under Outcome 2 were:

Output 2.1: Strengthen capacity of youth led and youth-focused organizations on peacebuilding including mapping of activities in peacebuilding.

Output 2.2: Increased capacities of national, county and district level institutions to engage youth particularly young women and girls in peacebuilding and linkages with the early warning and response mechanism are created.

Output 2.3: Joint Community and High School Peacebuilding Campaigns with Targeted Groups (including Pen Pen Riders, Messengers of Peace and Paramount Young Women Initiative).

The ProDoc developed suggested activities to reach these outputs, as well as indicators to measure while targeting these outputs, and targets.

At the same time, the project served as a vehicle for strengthening the implementation, monitoring, and reporting of the portfolio of PBF-funded projects in Liberia through the third outcome. The ProDoc explained the choice to develop and use Outcome 3 this way as:

due to the lack of predictable funding and taking into consideration the capacity gaps of the UNCT, it reasons that extension of an already approved project that has met outcome expectations, has developed a proven track-record of delivery, established formal network with national and local partners, and has branded itself among the targeted groups, is a more effective and efficient use of PBF resources, not to mention a bankable endeavor for sustaining gains already achieved. (p. 6)

The ProDoc also argued that using the YEP as a vehicle for Outcome 3 “validates PBF and UNDP’s commitment to youth engagement and national development beyond elections, while increasing the likelihood of the projects continued success.” Strong UNDP management and support for GoL management was seen as critical in the post-UNMIL environment, which UN agencies expected would be challenging as voluntary contributions from donors were seen as “likely to witness a downward trend” (p. 6). Continuity in mechanisms was seen as an asset for strengthening UNDP support for the new incoming government, which was expected to face challenges where overcoming them would benefit from UNDP support. Considerable turnover was anticipated in government personnel, which was expected to leave a “considerable capacity deficit” ... “leaving a vacuum for high-level technical and quality advisory [services] inhibiting the administrations decision-making capacity towards necessary, early, and decisive actions.” (p. 6)

The ProDoc noted that continuing Outcome 3 could also be used to inform the formulation phase II of the Liberia Peacebuilding Plan and the new UN Development Assistance Framework (UNDAF). In particular, the Social Cohesion and Reconciliation Index (SCORE) process and framework, which had been piloted by the project in 2016 and had been used for the Common Country Analysis, could be repeated.

The ProDoc initially had a single output under Outcome 3:

Output 3.1: PBF Secretariat effectively provides oversight and coordinate the implementation of PBF supported projects as well as communicate to PBSO on the results of IRF projects supporting the implementation of the Peace-building Plan.

In the December 2017 revision of the EYP, the project’s Outcome 3 explicitly focused on supporting the implementation of four new PBSO approved joint PBF-funded projects that UN Agencies and their partners would be implementing in Liberia. These new projects were approved in December 2017. By PBSO’s design, PBF-funded projects are supposed to start implementation rapidly, with formally implementation starting on the day of project approval. PBSO transferred the 1st tranches (70% of the total approved budgets) to RUNOs in January and February 2018 for UN Agencies to begin implementation. Per PBF rules, these projects have short-time frames for implementation. These four projects were:

- “Inclusive Security: Nothing for Us Without Us”, funded through the Gender Promotion Initiative for 18 months, with RUNOs UN Women (lead agency), UNDP and the International Organisation for Migration (IOM) and a total budget of \$2 million.
- “Support to national peacebuilding priorities in enhancing the capacity of human rights institutions and entities”, funded through the IRF window for 12 months to RUNO OHCHR, with a budget of \$ 2 million.
- “Strengthening the Rule of Law in Liberia: Addressing Pre-Trial Detention and Rolling Out Policing”, funded through the IRF window for 18 months for RUNOs UNDP (lead Agency) and UN Women, with a total approved budget of \$2,680,000.
- “Strengthening Conflict Prevention through Establishment of Multi-Stakeholder Platforms and Improved Alternative Livelihoods in Concession Areas”, funded through the IRF window for 18 months to RUNOs UNDP (lead) and the Food and Agriculture Organisation (FAO), with a total approved budget of \$ 2,761,069.

Two additional outputs were developed under Outcome 3 with the December 2017 revision and cost extension of the project.

Output 3.2: Enhance the Liberia Social Cohesion and Reconciliation Index (SCORE) in order to provide evidence-based conflict prevention and peacebuilding policies for the implementation of national frameworks that address the root causes of conflict.

Output 3.3: Office of the new President empowered to ensure immediate political and economic policy decisions informed by the required knowledge and analysis, ensuring strategic liaison between presidential transition team, UNRC, stakeholders through deployment of senior adviser on Governance, Peace and Development.

The EYP project reported on indicators towards the all outputs through the IPs, to project managers from UNDP and UNFPA, to UNDP and UNFPA respectively, through UNDP as the RUNO to the, LMPTF/PBF Secretariat, who then reported to the PBF secretariat on the implementation of the project.

In addition to supporting the LMPTF/PBF Secretariat, support from the EYP project was delivered through UNDP and UNFPA to support a wide range of partners, including: the Ministry of Internal Affairs (MIA), Ministry of Youth and Sports (MOYS); the PBO; Office of the National Peace Ambassador (ONPA); NEC; Institute for Research and Democratic Development (IRDD); NAYMOTE Partners for Democratic Development; Liberia Media for Democratic Initiative (LMDI); Messenger of Peace (MOP), and other CSO partners.

3. EVALUATION SCOPE AND OBJECTIVES

The Terms of Reference (ToR) for the International Evaluator for the Final Project Evaluation, attached as Annex 1, explained that the purpose of the evaluation was to assess the level of progress made towards achieving the project's outcomes as articulated in the project document by capturing evidence of the relevance, effectiveness, efficiency, impact, and sustainability of the project as well as its influence on cross-cutting areas of human rights and gender.

This has entailed assessing what the project planned to achieve, what has been achieved, how the project implemented activities, and how beneficiaries have been impacted by project interventions. The evaluation has also examined lessons learned from the experience of the EYP and make recommendations for the PBF, UNDP, UNFPA and project partners that may be applicable to similar future interventions. The evaluation has also examined the underlying causes and issues that contributed to any outcome or output targets that were not adequately achieved.

The project evaluation has thus assessed:

1. The relevance of the EYP project and support to youth in the electoral process.
2. The frameworks and strategies that EYP devised for its support to youth and elections and whether they were well conceived for achieving planned objectives – as well as the results of coordination by the LMPTF/PBF Secretariat.
3. The progress to date under the outputs, any noted impacts, and what can be derived in terms of lessons learned for similar future projects.

Per the ToR, the evaluation team has also collected and analysed data and make conclusions and recommendations aimed at consolidating the achievements of the project as well as draw general lessons

from the project that may be useful to the participating UN agencies and the Government for future programs in these areas.

The evaluation has been conducted through transparent and participatory processes with UNDP, UNFPA, and project partners, stakeholders and beneficiaries in accordance with United Nations Evaluation Group (UNEG) Norms and Standards, the UNEG Code of Conduct for Evaluations in the UN System, PBF evaluation procedures, and UNDP evaluation guidelines.

4. EVALUATION APPROACH AND METHODS

The evaluation was conducted by a team of two experienced independent evaluators in February and early March 2020. The evaluation followed the conclusion of the period of implementation for the third outcome of the project, which ended 31 December 2019, which facilitates learning lessons right after implementation from this outcome.

Implementation of the first two outcomes of the project concluded in March 2018. While this makes it more challenging to evaluate the relevance, effectiveness, efficiency, and impact of the project, it facilitates assessing impact and sustainability in these areas as the project's support ended almost two years ago.

The evaluation developed a methodological approach of reviewing documents, conducting interviews, and holding focus groups to collect valid and independent data to use to evaluate and tell the story of the project. The ET collected and analysed documents on the project, Liberia, and the UN's engagement in the country as well as conducted interviews with staff and former staff from PBSO, the LMPTF/PBF Secretariat, EYP, UNDP, UNFPA, other UN agencies, GoL institutions, CSO IPs, and other partners and stakeholders as well as three focus groups with beneficiaries in different counties of Liberia. The evaluation design is based on the independence of the evaluators, a focus on evaluating the most important activities towards reaching EYP objectives, purposive sampling of the most relevant and knowledgeable partners, beneficiaries and stakeholders for interviews and focus groups, triangulation of data, and comparison of findings.

The evaluation has been independent of the LMPTF/PBF Secretariat, UNDP and UNFPA. However, the evaluators have collaborated with current LMPTF/PBF Secretariat staff, former project staff, UNDP, UNFPA, and implementing partners to identify the most relevant informants for interviews and to reach them, as well as to identify and mobilise focus group participants. To avoid any perceptions of interference, all interviews and focus groups were held without the presence of Secretariat or former EYP project staff.

Focus has ensured that the evaluation emphasises the most important activities of EYP and its major achievements. The evaluation has focused on the three outcomes of the EYP and collecting data to analyse to answer all of the evaluation questions about the relevance, effectiveness, efficiency, impact and sustainability of the project as well as on cross cutting issues of human rights and gender equality.

Purposive sampling has been used to select individuals for interviews; selection has focused on the people who are the most well-informed about the EYP in the LMPTF/PBF Secretariat, UNDP, UNFPA, and implementing partner organisations, and among beneficiaries and stakeholders. This has ensured that interviews have provided useful information about the activities, achievements, and lessons of the EYP project relevant to the purposes of the evaluation.

Triangulation has been used both through the triangulation of data gathered through different methods as well as comparison of information from different types of informants. Triangulation adds confidence to the validity and reliability of the data, findings, conclusions, and recommendations. The evaluators have triangulated data gathered across the three different methodologies – document review, interviews, and

focus groups - employed in the evaluation as well as triangulated between information gathered from different individuals from the documentary record, interviews, and focus groups.

The purposes of the evaluation and objectives of the project plus data from the project were used to develop a Draft Inception Report for review and discussion, revision, and UNDP approval. The Inception Report developed an evaluation matrix and evaluation questions to be used to collect data in the fieldwork. Evaluation questions were used to gather data through interviews and focus groups; These questions were also used for document review.

Systematic document analysis was used to learn about project design, activities, outputs, outcomes, and lessons learned and recommendations that flowed from this work. The data from documents has been compared with data from interviews in the analysis. Documents reviewed include the ProDoc, work plans, annual reports, board reports, other reviews and lessons learned reports, and other materials produced by the project. The evaluation has also used the website of the MPTF to examine UN agency reporting to the PBF. Documents used in the evaluation are included as Annex 2: List of Documents.

Semi-structured interviews were conducted with staff from the LMPTF/PBF Secretariat, PBSO, UNDP, UNFPA, former EYP project staff, and other UN agency management and staff as well as with key project partners, beneficiaries and stakeholders (see Annex 3). The interview protocol and semi-structured interview questions were used to gather qualitative information in-person in Liberia or over WhatsApp and Skype for key informants outside the country (see Annex 4). Interviews were conducted in English. Interviews were used to gather qualitative information from key individuals directly relevant to the purposes of the evaluation. Not all informants were asked all questions, as there were too many questions for an hour to one-and-a-half-hour interview. The introduction was used to explicitly ensure informed consent from all interviewees. All interviewees were assured of anonymity and non-attribution. Any quotations that are included in the report to highlight particular issues do not include names or any other detailed descriptive information that could plausibly be used to infer the source of the remarks.

Fieldwork gathered data from key partners and beneficiaries that have worked with the project as well as key stakeholders of the project. Interviews focused on how the LMPTF/PBF Secretariat, UNDP, UNFPA and the project team as well as partners and stakeholders viewed the relevance, effectiveness, efficiency, impact, sustainability, and influence on human rights and gender equality of the project and verifying and triangulating data on programme results. Data from project staff, documentation and partner/stakeholder interviews were used to examine relevance and appropriateness, the programme model, its implementation, and sustainability.

Interviews were conducted in Liberia over a two-week period, 17 February through 28 February 2020. Two weeks were used to interview key staff, partners, beneficiaries, and stakeholders in Monrovia and hold focus groups with beneficiaries in Grand Bassa, Margibi, and Grand Cape Mount.

Comments were solicited on the Draft Evaluation Report; The ET revised the draft to address all comments in this final Project Evaluation Report.

The methodologies for the evaluation have some limitations that are common in evaluations, as are the conventional measures that have been used by the ET to manage these risks to evaluation processes and the validity and reliability of data collection, analysis, and causal inferences.

Limited Resources: Limited time to conduct the evaluation constrain the distribution and number of interviews in the fieldwork. However, in conjunction with document review, there was sufficient resources and time to gather adequate data to address the purposes of the evaluation in two weeks in Liberia.

Limited Ability to Make Causal Inferences: Major external events have influenced the course of the project's implementation and observed outcomes in peaceful youth participation in the 2017 elections, which were also influenced by activities of other actors (including other UN and donor-funded projects). The inability to include and/or rule out competing explanation for external influences limits making causal claims about the project's influence on youth participation, as other factors also clearly matter. Other factors also affect the efficiency, effectiveness, impact, and sustainability of MPTF Secretariat support for PBF-project design, implementation, and reporting under Outcome 3. The evaluation thus examines the contributions of the project to observed outcomes.

Recall Bias: Respondents did focus on more recent events in interviews and focus groups; the evaluation team asked respondents specifically about earlier activities to gather adequate information on 2017 and early 2018.

Acquiescence Bias: LMPTF/PBF Secretariat, PBSO, UNDP, UNFPA and IP staff, as well as other partners, stakeholders, and beneficiaries may have been tempted to tell the evaluators favourable information. Discussion and questions have asked explicitly about challenges to seek more critical reflection and information in interviews and focus groups.

5. DATA ANALYSIS

Data analysis has been done through comparison and the triangulation of data gathered through these different methodologies, from different documents, and from different categories of informants. Findings are from numerous documents, interviews, and focus group participants. The comparison and triangulation of findings have been done to validate findings, identify lessons learned, and then reach conclusions and recommendations.

The analysed data from document review, interviews, and focus groups has provided findings. The ET has triangulated these findings to draw conclusions, identify lessons learned, and make recommendations. UNDP and the LMPTF/PBF Secretariat managed the review and comment process for RUNOs and IPs on the Draft Evaluation Report to verify the accuracy of the analysis and the utility of lessons learned and recommendations. The analysis is a synthesis of the data drawn from documents, interviews, and focus groups.

The Project Evaluation Report has been structured to identify findings and reach conclusions, as well as identify lessons learned and make recommendations for UNDP using OECD-DAC categories that summarize key questions asked in the evaluation (Relevance, Effectiveness, Efficiency, Impact, Sustainability, and Cross-cutting areas of Human Rights and Gender). The analysis has been divided further to explicitly cover the three outcomes of the EYP Project:

Outcome 1: Increased leadership and participation of young women and men in electoral and post electoral mechanisms and processes for peacebuilding at all levels;

Outcome 2: Increased capacity and skills of young men and women to monitor, prevent and mitigate electoral violence including gender-based; and

Outcome 3: Increased capacity of the Peace-building Secretariat to provide effective oversight, coordination, monitoring, reporting, evaluation and communication on the achievement of the PBF investment contributing to the implementation of the Liberia Peace-building Plan, including current and future IRF projects that support it

Each section in Findings and Conclusions examines two separate areas of project engagement: Outcomes 1 and 2 on enhancing peaceful youth participation in elections together, and then Outcome 3 on increasing the capacity of the MPTF Secretariat and the contributions of IRF-funded projects to peacebuilding in Liberia. Outcomes 1 and 2 are examined together because the two outcomes are tightly linked together and since the implementation of the project distributed the activities towards these two similar outcomes across multiple partners, some of whom thus contributed to both similar outcomes simultaneously.

6. FINDINGS AND CONCLUSIONS

Relevance

The project was developed immediately after the development of the Liberia Peacebuilding Plan (discussed above in the context section) by the LMPTF/PBF Secretariat which served as the overall framework for peacebuilding and the engagement of UN agencies with the government to support the transition from UNMIL. The Peacebuilding Plan noted that violence had plagued previous pre-election periods in Liberia and highlighted “Promoting Inclusive and Peaceful Elections in 2017” as one of the five core areas for attention and particularly emphasized the importance of reaching youth and women with voter education and the prevention of electoral violence. The PBF, UNCT, and UNDP used conventional policies and procedures to validate the relevance of PBF funding and UNDP engagement through the development of the project. The endorsement of the Deputy Special Representative of the Secretary-General (DSRSG) in Liberia for the project and the signing the ProDoc by the MYS, NEC, UNDP Country Director, and PBSO confirmed the relevance of the project for the UN, GoL, UNDP, and PBSO. Funding through the PBF confirmed that the PBSO found the project not only relevant but a priority for their engagement in the country.

Enhancing peaceful youth participation in elections

Interviews with the PBF, UNCT, partners and stakeholders found that all agreed that the project was relevant. Beneficiaries too found the support relevant by enabling them to engage in their counties on the key question of youth participation in the 2017 elections and whether this engagement would be peaceful and supportive or risked violence and the credibility of elections.

In terms of the substantive areas in which was project engaged, the Project document made a compelling case, supported by data and detailed analysis of the challenges, possibilities, and potential for the EYP project to address these challenges by using these possibilities to support peaceful participation of youth electoral process in important ways. Interviews with the LMPTF/PBF Secretariat, PBF, GoL, UNDP, UNFPA, and CSOs affirmed that youth violence in elections was an important concern in 2017.

Interviews with the LMPTF/PBF Secretariat, PBF, GoL, UNDP, UNFPA, and CSOs also noted that the risks of youth violence in elections were appropriate for UNDP, UNFPA, and government and CSO partners to address, as within their mandates and in areas where these organisations had substantial capacity and experience that could be brought to bear to mitigate risks of violence and take advantages of opportunities to engage youth positively in electoral processes. Furthermore, interviews noted that these risks and opportunities were not being adequately addressed or supported by existing GoL support for elections through the NEC, security provision through the LNP, or through the range of different international development partners supporting the 2017 elections, including the UNDP ESP project. A comprehensive

mapping of peacebuilding activities and gaps was done in the process of developing the EYP and included in the ProDoc. This and UN agency, GoL, and IP interviews validated that the EYP project was relevant because it focused on addressing critical risks that had limited support other than the project. EYP then followed through as it provided funding to key peacebuilding partners to address key bottlenecks and supported networking these partners through project resources.

Well managed, peaceful elections with extensive participation of Liberian citizens as candidates and voters was a priority for the GoL, as was a peaceful transition of power from one Presidential administration to another, which had not been achieved in Liberia for decades. The GoL recognized that youth participation was critical, which was thus a priority for the GoL. This made the project also a priority for the GoL. The MIA, including the PBO and ONPA, as well as the Ministry of Youth and Sports were consulted with in the development of the project and were prepared to work with the project, demonstrating that the project was relevant to them. The engagement of the MIA in project implementation through the ONPA and PBO, as well as the MYS, affirmed the continued relevance in implementation. The project's staff and IPs also coordinated with the NEC in implementation. The project was aligned with the government's priorities.

The theory of change (ToC) used in the development of the project was developed and affirmed in the development of the ProDoc. Support for targeted engagement of diverse young women and men with Liberian institutions could boost trust between them and prevent violence in electoral processes. The ToC was not brought up in discussions by UN agencies or IPs in fieldwork – but was well understood and implicit in the presentation of UN agencies and IPs; the ToC was also seen as useful by LMPTF/PBF Secretariat and PBSO as a required part of the process of developing PBF projects. The ToC was seen as a relevant and appropriate vision to base the youth activities of the EYP.

Increased capacity of the Peace-building Secretariat

PBSO support for peacebuilding in Liberia has been critical since Liberia became eligible for support shortly after the inception of the Peacebuilding Commission. PBSO, through the PBF, has provided sequential awards to fund the operations of key UN and GoL management, coordination, and implementation bodies to support peacebuilding since 2007. The endorsement of the EYP ProDoc validated that Outcome 3 and support for the LMPTF/PBF Secretariat was seen as relevant by the PBSO. Approval of the ProDoc by the GoL similarly validated this relevance. PBSO has continued to support the LMPTF/PBF Secretariat after the EYP, providing support to employ the same personnel and operations - validating their continued relevance to the PBSO. Approval by the GoL of this new award in 2019, to cover the period 2020-2021, validated that the LMPTF/PBF Secretariat continues to be relevant to the GoL after the transition to the Weah administration.

The initial ToC for the EYP focused only on youth and elections. It did not explicitly include the LMPTF/PBF Secretariat; however, the Secretariat was a way of supporting the engagement of youth through its support for the implementation of all PBF projects, including EYP, so did fit into the ToC. This fit however was left implicit and Outcome 3 not incorporated into the ToC.

One of the sub-outputs under Outcome 3 was to enhance the Social Cohesion and Reconciliation Index (SCORE), in a system developed by earlier PBF-support to the Liberian PBO, to analyse and measure risks and opportunities in conflict and peacebuilding across the country. SCORE was seen as relevant to develop detailed data and continue to provide these data to government, donor, and UN agencies as reminders of

Liberia's continued fragility and support resource mobilisation by detailing areas that could be targeted to support peacebuilding and resilience.

Effectiveness

The EYP was seen as an effective project in its support for enhancing peaceful youth participation in elections and through the work of the LMPTF/PBF Secretariat May 2017 through 2019. Effectiveness, as measure of the extent to which an aid activity attains its objectives, considers the extent to which objectives were achieved and the major factors influencing the achievement or non-achievement of these objectives.

Enhancing peaceful youth participation in elections

The EYP project was effective in contributing to peaceful elections through support for peaceful participation of youth. Documents noted activities and interviews emphasized that the project's activities under Outcomes 1 and 2 had made important contributions to the extent of youth participation in the elections and the peacefulness of this participation. International observers summarized the extent of violence in electoral processes, noting for example that "campaigning remained predominantly calm with the exception of a few isolated incidents of violence" (EU 2018, 31). Violence was not noted on election days or in the aftermath by AU, ELISA, EU, NDI, and other international electoral observation missions, which also commended youth on turning out in substantial numbers.

Although one evaluation question asked about the project's contributions to youth development, the ET found little evidence that the EYP helped improve youth development as the project's activities were focused on time-sensitive electoral processes rather than youth development. The EYP assessment of Youth Development Centers and the provision of computers and furniture to centers was however a contribution to youth development.

UNDP chose to develop and implement a comprehensive project, and worked within the UN system to bring together a range of strong IPs from the UN family (UNFPA), GoL, and civil society to implement the project; PBF agreed to fund a comprehensive project. A less comprehensive project was seen as risking overall effectiveness as counties or key stakeholders left out might have low levels of youth and thus overall electoral participation and/or violence that could threaten the legitimacy of the national elections, at least in those areas. The comprehensiveness of the project was seen as an effective part of the project as it reached all 15 counties of the country through UNDP and UNFPA support to key GoL and civil society IPs that could and did effectively deliver peacebuilding organisation, content and messages.

By design, the project did not focus on institution strengthening. An evaluation question under effectiveness nevertheless asked about EYP support for institution strengthening. EYP had limited support for institution strengthening. EYP support focused on making an immediate impact on youth behaviours to avoid risks of violence in the October elections. As implemented, one activity in the ProDoc appears to have been an exception to this focus. UNDP funded a study of MYS youth center capacity in the 15 counties through a consultant and disseminated the study which identified many problems with the institutional capacity of these centers. The initial ProDoc's indicated activities for this output were "Support the Ministry of Youth and the Youth Centers to engage in youth in electoral violence prevention and mitigation." Fieldwork did not identify why this study was undertaken after the elections. The study repeatedly notes that the MYS did not comment on the work of the consultant. EYP funds through UNDP later provided some office furniture,

computers and information technology to some centers but the other capacity gaps identified at the centers were not addressed.

Document review and interviews found that the project's targeting approach to be justified and effective. EYP identified key youth, both women and men, and IPs that could reach them effectively towards enhancing their peaceful participation in electoral processes.

EYP reporting, UN Agencies, and their IPs noted meeting the outputs and thus the outcomes of the project through the contributions of partners.

An evaluation question under effectiveness in the TOR asked the ET to assess partnerships. Documents, interviews, and focus groups noted some partnerships in the development and implementation of EYP. UNDP and UNFPA noted in particular their partnership in reviewing CSO proposals under request for proposals and UNFPA's way of taking a role in the project through their international partners ActionAid and their ability to work in partnership with local CSOs.

EYP was seen as having made important contributions to the successes of the 2017 election and the subsequent peaceful transition of power from one Presidential administration to another in the country. Interviews with UNDP, PBO, and UNFPA noted the importance of project contributions to the outcome – and that Liberia had had its most peaceful election.

No negative or unintended changes brought about by EYP's work were identified in document review, interviews, or focus groups.

The project built on the lessons learned during the UN system's engagement with the Liberian peacebuilding and youth volunteer since 2003. The participatory and inclusive nature of engagements were seen as effective. Interviews particularly noted the merits of the project's outreach to disadvantaged youth; the outreach was seen as making the reached "zogos" into agents of peace rather than potential agents of violence.

The use of mobile caravans and radio jingles were seen as important media to use to reach illiterate youth and people with low levels of literacy. Cultural performances were seen as effective ways to reach people under these conditions. IPs noted high levels of interest as caravans visited county headquarters but did not have effective ways to estimate the number of people that saw or heard these mobile messages. Liberia also does not have radio audience surveys to accurately know the number of listeners for stations or programmes on these stations. IPs emphasised that radio talk shows are popular and widely listened to in counties for information.

The project supported the holding of the Forum for Political Party National Youth League to develop and get the endorsement of the youth wings of all of the political parties in the country – as well as other key youth organisations and stakeholders – to "refrain from statements that undermine peace and stability" and "renew their commitment to peaceful campaigns and to address disputes arising from the electoral process through mediation or judicial means." This meeting, with AU, ECOWAS and UNMIL witnesses in December 2017 in the days before the Presidential run off, was seen as important in reinforcing the peace by project management and party youth wing leaders. The signatories reinforced their agreement with and commitment to the Farmington River Declaration, the agreement the UN and international observers worked out and got political party leaders to sign as their commitment to a peaceful, inclusive election prior to the

10 October elections. The youth wings of all but 2 of Liberia's 26 registered political parties signed (although the youth leaders of the two main parties, the CDC and Unity Party, did not attend the meeting themselves).

Independent assessments of electoral observers – as well as interviews for the evaluation and the ET's focus groups – noted that the 2017 Presidential and Legislative Elections, including the December 2017 run-off for the presidency – were peaceful with high levels of youth participation. * in the elections and peacefully

IPs and beneficiaries felt that their activities would have been more effective had the project started earlier. This was especially important as the first round, with aspirants contesting legislative office as well as the presidency, had the most contenders, the most tensions, and the highest turnout because the elections were rightly understood to be important at the district representative level.

Increased capacity of the Peace-building Secretariat

Support for the LMPTF/PBF Secretariat was seen as effective in working towards good relationships with UN agencies, the PBSO, and the GoL, which thus supported the expected results under each output of the EYP. The outcome indicator for Outcome 3, the metric for the LMPTF/PBF Secretariat, was the number of PBF projects closed; in 2019, Liberia closed 7 PBF-funded projects. LMPTF/PBF Secretariat and UN agency staff noted the contributions of the Secretariat to these closures – as well as the importance of the PBSO decision to demand that UN agencies provide the final financial documentation to close projects to receive new funding from through the PBF.

Funding key staff and operations of the LMPTF/PBF Secretariat was noted by Secretariat staff, the PBO, and the ONPA as contributing to improving GoL capacity in peacebuilding because PBF-funded programs, developed with the support of the LMPTF/PBF Secretariat, used PBO and ONPA networks, including towards more peaceful youth participation in the 2017 elections through the implementation of EYP activities in 2017. Secretariat staff, the PBO, and the ONPA emphasized the broader benefits of Outcome 3 – how the LMPTF/PBF Secretariat continued to develop projects for PBF to fund peacebuilding activities in Liberia, which then could contribute to meeting priority needs in peacebuilding.

The approach of funding key parts of the LMPTF/PBF Secretariat within a project focused on youth and elections rather than as a dedicated project was recognized to be different. However, this was not seen as ineffective.

The LMPTF/PBF Secretariat was seen as having made important contributions to the successful implementation of PBF-funded projects, reporting on these projects to PBSO, and the development and funding of new PBF-funded projects in Liberia. The Peacebuilding Coordinator, M&E Specialist, driver, and funding for office operations were noted as useful and efficient from the perspective of UN Agency partners because of the ways the LMPTF/PBF Secretariat liaised with PBSO on project development, reporting, and M&E. Liberian CSOs that had direct contact with the LMPTF/PBF Secretariat seconded this view; they especially valued LMPTF/PBF Secretariat knowledge of PBSO and the opportunity to engage in country with Secretariat staff, who they saw as the eyes, ears, and speaking for the PBSO on PBF-funding.

The SCORE analysis done in 2018 under this Outcome was seen as useful by UN agencies and the PBO. The contribution of the Outcome 3-funded advisor to the newly elected President in 2018 was not seen as

significant. No negative or unintended changes brought about through work on Outcome 3 were identified in document review, interviews, or focus groups.

Efficiency

Enhancing peaceful youth participation in elections

For its own accountability reasons, PBSO did not want to use the basket fund mechanism to contribute to the youth activities of the UNDP Electoral Support Project (ESP) as a way to support peaceful youth participation; ESP project management was not willing to manage another separate project in addition to the large ESP. PBF and the RC thus sought to have the EYP project managed and implemented by UNDP.

EYP management by UNDP, and then by UNDP and UNFPA, was seen as efficient as the RUNOs managed the project towards Outcomes 1 and 2 at the planned cost.

IPs reported that they managed their activities under the project with attention to efficiency criteria, described variously as reaching more people than expected under their plans, through implementation modalities that had low financial costs but were expected to be – and were – able to reach expected goals. Project reporting and evaluation methods did not produce precise estimates of the number of beneficiaries reached. UNDP and UNFPA each took the lead in reaching some counties through their IPs; together the two UN Agencies covered the whole country, as did PBO through their inclusive County Security Councils.

Efficient practices used by the Project in Outcomes 1 and 2 included building and maintaining good relationships, limited use of international staff and consultants, competitive contracting of consultants and firms through UNDP procedures, and strong collaboration with partners. The LMPTF/PBF Secretariat was involved as part of the regular processes of supporting the coordination of PBF-funded project, monitoring and evaluation of PBF-funded projects, and reporting to PBSO. Using UN Volunteers as regional coordinators was seen as cost effective. Five regional coordinators were recruited competitively by EYP, trained, and deployed to regional centers to coordinate ESP implementation in the counties of their regions. This coordination proved difficult, even of UNDP IPs funded through EYP, in the busy time period before elections when EYP and other projects were accelerating their activities focused on the elections, peace, and youth participation. Unsurprisingly, some regional coordinators found better coordination than others, based on different levels of coordination at the county level of County Peace Committees with civil society, including with Youth Peace clubs and other youth groups for county EWER networks and engagement with you.

IPs and beneficiaries noted that they could have been more efficient had the project started earlier. Less cost and less effort would have been needed to reach youth earlier in the electoral campaign - before tensions rose.

Increased capacity of the Peace-building Secretariat

EYP funded part of the staff and operations the LMPTF/PBF Secretariat: a staff of a P4 international as LMPTF/PBF Coordinator, a national M&E coordinator, a driver, and support for office operations. These staff, when in place, were able to effectively lead and perform M&E duties of the LMPTF/PBF Secretariat. The project was seen as efficient when these staff were in place. The rotation of international staff and

UNDP staffing processes however led to the national M&E Coordinator coming on board later than expected (only at the start of 2018) and left gaps in having a permanent coordinator when the original LMPTF/PBF Coordinator departed. While the two temporary LMPTF/PBF Coordinators were noted to be effective, the Secretariat was seen as less efficient by some UN Agency staff during period in which it was without an M&E Coordinator or when under an interim LMPTF/PBF Coordinator.

EYP project support for Outcome 3 to fund the LMPTF/PBF secretariat was seen as efficient by PBSO, the Secretariat themselves, UN agency partners, GoL partners, and CSO partners interviewed because capable staff when in place were able to build and maintain the relationships needed to develop, get approved, implement, and report on PBF-funded joint projects – as well as successfully undertake all of the processes needed to manage the LMPTF/PBF Secretariat itself. EYP reporting to the PBF notes that improved coordination and oversight of PBF projects led to increased delivery in PBF-funded projects, including the four projects that were starting up in 2018 that Outcome 3 the project was particularly designed to support: Inclusive Security; Rule of Law - Addressing Pretrial Detention; Human Rights Institutions; and the Concessions Project).

UN agency partners and CSO partners that had directly received PBF-funding valued LMPTF/PBF Secretariat help in the mechanics of working with PBF. The PBF updated its Guidelines, first published in 2009, in 2014; these guidelines were used by the LMPTF/PBF Secretariat until the PBF's second update in 2018. The LMPTF/PBF Secretariat has since used these guidelines and the comprehensive set of PBF-templates to work with UN agencies, potential CSO partners, and CSOs in Liberia that received PBF-funding directly (Educare, Accountability Lab). The LMPTF/PBF Secretariat has also used the PBF guidance notes towards strengthening programming, which was also noted as improving project performance and raising the reputation of UN agency and IP partners in Liberia with the PBSO.

Key LMPTF/PBF Secretariat processes were seen as efficient; UN agency and LMPTF/PBF interviews noted the utility of regular technical coordination on LMPTF and PBF-funded projects, which were generally held monthly. These meetings brought together implementing UN agencies to share information, address shared issues, and share updates on implementation and planned activities. The meetings are also used by the LMPTF/PBF secretariat and participants to raise and address bottlenecks and problems in cooperation with GoL, UN agency, or the LMPTF/PBF secretariat. The LMPTF/PBF Coordinator used these processes to develop acceleration plans for PBF-funded projects where delivery rates were seen to be lagging, such as the in SEED Youth project in 2019.

The approach of funding key parts of the LMPTF/PBF Secretariat within a project focused on youth and elections rather than as a dedicated project was recognized to be different. However, this was not seen as inefficient – just different from the conventional free-standing project to fund the LMPTF/PBF Secretariat.

SCORE production through a consultancy firm was seen as a low-cost way to produce a high-quality product, and thus as efficient in UN interviews.

UNDP's challenges in finding a replacement senior advisor for deployment to the Office of the President were inefficient. Finding a replacement reportedly failed at least in part due to staff turnover as the head of the LMPTF/PBF Secretariat departed, which left UNDP without the guidance needed to potentially properly identify and hire a replacement. These resources were instead used with PBSO endorsement to extend the project through a longer term or support for the LMPTF/PBF Secretariat.

Impact

Enhancing peaceful youth participation in elections

IPs have reported on achievements to UNDP and UNFPA, and UNFPA and UNDP have reported on achievements in through the LMPTF/PBF Secretariat to the PBSO, noting that almost all results under the outputs under Outcomes 1 and 2 have been achieved. Interviews with IP staff, UNDP staff, and UNFPA staff concurred with these assessments and felt that the EYP had been impactful and that the evidence of impact reported in 2017 and early 2018 validated that the project had made a difference.

Discussion noted however that in the press of time with elections coming soon after the development and award of the EYP, there had not been baselines for the project. The project also did not have ways to measure the impact of activities and separate out the influence of project-funded activities from other donor-funded and other UN work with the GoL and CSOs on peaceful youth participation in the elections.

The outcome indicators for Outcomes 1 and 2 were not measured or measurable, which makes assessment of impact difficult. Outcome indicator 1.1, the level of trust between security forces and young women, was reported in progress reports as on track based on access to various records, including CSOs. The baseline was reported as “Several activities by UNPOL at community level, including Peacebuilding, LNP, and Peace Ambassador Office.” This suggests the outcome indicator as measured was summing up the individual activities under outcome 1. Level of engagement of young females and males in preventing and/or mitigating electoral and gender-based violence for Outcome indicator 2.1 was never developed further, although reported to be on track.

Evidence of limited impact from some activities was apparent. The capacity study and subsequent limited support for MYS Youth Centers in the counties was seen as having a modest impact, in that a few centers had improved facilities that might lead to more use by youth. No data was known on actual use or the value-added of the study or the subsequent support.

LMPTF/PBF Secretariat as well as UN agency, GoL, and CSO IPs and beneficiaries recognized that it would have been better to start the project earlier to have a larger impact.

Increased capacity of the Peace-building Secretariat

The Outcome indicator for this outcome was the “Level of oversight of the PBF Secretariat.” The baseline was stated as 10 PBF projects reviewed, monitored, and closed, and the target set as 3 new PBF projects. PBSO, as it faced a problem with projects not being closed due to the non-completion of financial reporting and other processes by implementing agencies (including RUNOs in Liberia), changed its rules to require financial closure of old projects before the transfer of funds to RUNOs for new PBF-funded projects. This change helped incentivize RUNOs to complete the processes needed to close-out PBF-funded projects. The MPTF/PBF Secretariat made UN Agencies more aware of this requirement and helped them completed close-out processes – lessons which interviews found they now see as priorities for their Agencies. .. With MPTF/PBF Secretariat support, UN agencies closed out 3 projects in 2018 and 7 projects in 2019 as well as developed 3 new projects to start in 2020 – meeting the targets.

Support for SCORE through the EYP project was noted as useful by PBO and the LMPTF/PBF Secretariat; some UN agency staff also noted that SCORE reporting had a positive influence by contributing to the development of the 2020-2024 UNDAF.

Sustainability

Enhancing peaceful youth participation in elections

UNDP designed EYP to build on existing partnerships with government and CSO partners. Bringing UNFPA into the project brought the existing partnerships of UNFPA into the project. UNFPA's designing and implementing activities through existing partnerships with the statutory national youth organisations, and strong capable existing CSOs provided support to sustainability by working through these organisations. The UNDP Project Manager also used existing field structures and mechanisms developed under the 2015-2018 Electoral Cycle Support Project as a delivery vehicle to incorporate gender specific initiatives focused on using young women and actors to prevent and address instances of SGBV and VAWG in elections.

However with months to go before the first round of the Presidential elections and the Legislative elections in October - in what were expected to be tense elections - and the need to reach youth quickly with non-violence messaging, some former staff and partners felt that supporting the sustainability of achievements was not a major driver of the types of activities EYP pursued with these partners or the modalities that the partners chose to implement many of the activities under Outcomes 1 and 2. EYP faced these same pressures and timing challenges for the second round of the Presidential elections in December again. Funding delays were even more of a problem for UNFPA for this round, which reduced the timing for IPs for implementation and reduced any emphasis on sustainability.

IPs did not see that EYP had built sustainable capacity that they could use in their organisations going forward. The focus of EYP youth activities through IPs was delivering peace messaging targeted at youth and women. Project support was used to rapidly reach beneficiaries (predominately young women and men) to impact the approaching election. said the ET's analysis however notes that the experience itself of implementing EYP had limited capacity building effects. Having EYP work through youth-led structures at the national level (FLY, LINSU, MRUYYP) and county level (PBO-supported youth peace corps, peace committees, and early warning early response mechanisms) modestly helped strengthen these organisations and build the capacity and experience of their members. The use of connections – or development or new connections into existing PBO networks – modestly strengthened these networks. Capacity used or extended by the EYP project at the country level are still contributing to peace through continued work via PBO-supported institutions. Relationships encouraged or established by the project also were strengthened by the experience of implementing EYP and remain intact to some extent, such as between FLY and NAMOYTE.

UNDP support for the study of MYS youth center capacity extended only to a limited extent beyond funding the conduct of the study and disseminating the study. Strengthening the existing youth centers came to be was an on its own in the ProDoc. While the project was subsequently able to provide some office furniture and some computer and information technology to some centers towards making the centers more sustainable, other capacity gaps identified at the centers were not addressed. The MYS has limited ability and funding to address the gaps identified.

EYP supported sustainability through project approaches that encouraged learning; UNFPA organised and led a participatory EYP project review with all IPs in January 2018 after the implementation of activities under Outcomes 1 and 2 had been completed to learn lessons from project implementation. This produced a report that was shared to validate findings, conclusions, and lessons (UNFPA 2018). The Project Manager also wrote an internal report for UNDP on the project to support learning (UNDP 2018).

Activities under EYP set the stage for the successful development and attainment of PBF funding of a new joint project focused on disadvantaged youth which may more sustainably support zogos through livelihood activities. EYP engagement in this area, including the support of the LMPTF/PBF Secretariat for the development of new projects, was thus catalytic.

Increased capacity of the Peace-building Secretariat

The design and operation of the LMPTF/PBF Secretariat, the activity under Output 3.1, was seen as supporting sustainability of PBF-funded work overall because it strengthened and maintained relationships between UN agencies operating in Liberia and their government and civil society partners with the PBSO through the work of the Secretariat not only to implement EYP but to support monitoring, reporting, and evaluation of other PBF-funded projects in the country.

Implementing SCORE in conjunction with the PBO was seen as a design that supported sustainability; however, the PBO does not have the capacity or funding to continue these processes on their own. The evaluation did not determine the extent to which the PBO has sought other donor funding for SCORE. PBO does have other donor funding from Sweden for some activities.

Cross-cutting Issues: Human Rights and Gender

The EYP Project was designed with a focus on human rights and gender and has been implemented with a focus on human rights and gender, particularly in support to electoral participation of youth and in outreach to women. The Secretariat has also engaged with OHCHR, which was instrumental in developing a different PBF project that led to opening an OHCHR Country Office in Liberia.

Enhancing peaceful youth participation in elections

The overall approach of the EYP Project focus on human rights and gender in its design and implementation. EYP was implemented with a focus on human rights and gender, particularly in project support to peaceful electoral participation of youth, including disadvantaged marginalised youth, and in project outreach to women and girls. Bringing UNFPA and UN Women into the design – and UNFPA into implementation – reportedly improved the project’s approaches on rights to youth and to women and girls.

UNFPA, through ActionAid, particularly targeted a particular group of disadvantaged, marginalized youth (known as zogos in Liberia) in some activities because these youth were seen not only as particularly unable to exercise their rights as citizens but also as the most vulnerable to potential appeals to use violence in electoral processes. Marginalized young men were targeted as potential violent actors that could be paid or persuaded to be violent by politicians or others and subvert peaceful participation in electoral processes, particularly of women that were seen as the most likely to stay home with risks or actual violence around elections. This was seen as particularly successful by some beneficiaries who greatly valued working with IPs to make a positive difference and address negative stereotypes of zogos as violent troublemakers. Work under EYP set the stage and was catalytic in the successful development and attainment of PBF funding of a new joint UNDP/UNFPA project focused on disadvantaged youth, the Socio-Economic Empowerment of Disadvantaged (SEED) Youth in Liberia project.

Pen-pen drivers were also targeted for special attention because of their potential roles in violence, particularly violence against women and girls in electoral processes. Understanding of the potential of these youth to threaten or perpetrate violence, particularly against women and girls in the elections, led to activities to mitigate these risks and engage pen-pens to encourage peaceful youth participation – instead of potentially promoting or carrying out violence. This was seen as particularly successful by some beneficiaries who greatly valued working with IPs to make a positive difference and start to address negative stereotypes of pen-pen drivers as violent troublemakers.

EYP initiatives were seen by LMPTF/PBF Secretariat, UN agency, and IP interviews as successful in raising awareness of the importance of women’s participation in electoral processes and the importance of reducing risks of violence to better enable women to participate. Focus group participants emphasized the constraints on women and their participation in counties, particularly in rural areas, and that EYP activities helped mitigate risks of violence and supported women’s participation. Without baseline data, as the NEC did not collect gender disaggregated data on women’s registration before 2017 or participation in voting in 2017 or prior elections, it is not clear whether women’s participation rose overall or in areas where project engagement was relatively more intensive. No positive or negative unintended effects were noted in documents, focus groups or interviews. Instead, these initiatives bolstered other previous, ongoing, and future initiatives by UN agencies, their IPs, GoL ministries at the country level, and local CSOs to support women’s participation in electoral processes and reduce SGBV.

EYP activities that supported awareness raising which worked through existing peacebuilding structures that included leading women and women’s organisations at the county level did increase women’s social capital as peacebuilding actors. However, these women and women’s organisations were already the ones that were engaged in these areas. These were largely already the individuals known for their activism on gender, peacebuilding, SRHR, combatting SGBV, and other community initiatives. Interviews and focus groups did not note that EYP improved their social capital to a significant extent. However, not being involved in key community events like electoral processes would have reduced their social capital. The absence of strong women leaders and organisations in high-profile community events like elections would have been notable and would have had negative effects. EYP lessons learned events helped build the social capital of women participants upwards through expanding their cross-county and national networks – but not their connections downwards with communities in their counties.

Increased capacity of the Peace-building Secretariat

The LMPTF/PBF Secretariat, as core components of its work with UN agencies, GoL partners, and civil society partners has worked to improve human rights mainstreaming and gender equality in peacebuilding. UN agencies noted that their work was enriched by an ongoing process of learning about mainstreaming peacebuilding in their work. Integrating peacebuilding into agency operations was seen as the main technical support of the LMPTF/PBF Secretariat. UN agency partners also noted ways that the LMPTF/PBF Secretariat had worked with them to better mainstream rights-based approaches, gender, and youth into the development, management, monitoring and evaluation, and reporting of PBF-funded projects. The EYP Project also reported through dedicated sections on human rights and gender in reports to the PBF. However, the reporting was brief based on the PBF's template. The LMPTF/PBF Secretariat has worked to support gathering gender-disaggregated data to provide a comprehensive picture of the participation of women and men, including in enhancing youth participation in electoral processes. Developing joint programming between UN agencies – and implementing this programming jointly – was seen as still at its

early stages in Liberia; the work of the LMPTF/PBF Secretariat was seen as jumpstarting this process for the UN and an important start that could become catalytic.

LMPTF/PBF Secretariat support was seen as having supported other agencies becoming more sustainable in Liberia. Support from the Secretariat for Office of the High Commissioner for Human Rights (OHCHR) staff led to the development, approval, and implementation of PBF project funding to start, staff, and capacitate a new OHCHR Country Office in Liberia. The mandate of the OHCHR is to promote and protect the enjoyment and full realization, by all people, of all rights established in the Charter of the United Nations and in international human rights laws and treaties. The Office has since been able to mobilise resources from other donors thanks to the catalytic support of the PBF-funded project, attained with the support of the Secretariat, for founding the Office.

SCORE takes into account human rights and gender as core parts of analysing and monitoring risks and opportunities for peacebuilding and stability in the country.

Identifying and posting a senior peacebuilding advisor to support the new government in the transition was anticipated to be multifaceted. Support was planned to be provided in any and all areas of peacebuilding, including human rights and advancing the women, peace and security agenda.

7. LESSONS LEARNED

Sustained UN engagement and partnerships through successive mechanisms and projects builds relationships with key partners that can be rapidly activated to support shared goals through PBF funding.

The UN has been engaged in peacebuilding in Liberia continuously through different missions and mechanisms since 2003. The UN has self-consciously been through in making transitions that maintain the high-level engagement and partnership between the GoL and UN to support shared goals and priorities. This has maintained what appear to be good partnerships in peacebuilding that are activated when targeted PBF funds are available.

UN Agencies and their Liberian partners have processes, products, and relationships that can effectively reach the youthful population to support non-violent participation in elections.

EYP-supported through UNDP and UNFPA supported government and CSO partners appear to have been effective in activating approaches that worked to reach young women and men in Liberia to encourage their peaceful participation in electoral processes in 2017. This was the case even when project development, funding, and implementation came late – shortly before the election date.

Earlier funding and programming on elections is seen as preferable, more effective, and as having greater potential impact and sustainability by UN agencies and IPs.

UNDP, UNFPA, and EYP IPs noted that elections are long-term processes with many steps that are central to inclusive participation in governance rather than discrete events. IPs noted that receiving funding earlier

in the processes leading up to elections was preferable to being funded a few months prior to elections, when tensions had already begun to rise from the electoral competition and there was more competition for messaging space and community engagement, particularly with political parties. Longer implementation was also seen as promoting the sustainability of project achievements.

UN agency-developed products are valued by government partners, but partners may not be able to continue these approaches and develop follow-on products in post-conflict Liberian conditions.

EYP supported the continuing use of SCORE, initially an UNMIL product, that is used by the PBO as well as UN agencies. While the PBO contributed to the process of producing the 2018 SCORE, the PBO did not have the funding or capacity to produce this on their own - nor do they seem to do so today.

Management takes resources; PBF resources need to be deployed in flexible ways to support management of PBF-funded projects.

Layered management works, but takes dedicated support from the PBF. Management by PBSO from New York relies on UN agencies and CSO partners to diligently undertake their many roles and responsibilities in developing, implementing, and reporting on PBF-funded grants. The LMPTF/PBF Secretariat provides important, flexible management, monitoring and evaluation support for PBSO, UN agency partners in Liberia, the GoL, and CSOs in the country by acting in a flexible way. Without dedicated funding from PBSO for these staff and the institution, it all but certainly would not exist.

UN agencies appreciate the support of the LMPTF/PBF Secretariat and PBF-funded projects in the development, implementation, monitoring and evaluation, and reporting on joint projects.

UN agencies have historically operated largely independently in programming. The move to joint programming with the move to a One UN approach is challenging. UN agency staff in Liberia appreciate the start they can and have made in these areas with PBF-funded projects and the support of the LMPTF/PBF Secretariat for joint programming.

Limited coordination amongst UN agencies and implementing partners was challenging and may have limited potential results.

Despite the management structures of the project, under time-constrained conditions in implementing programming before elections, coordination between UN agencies as well as between IPs was limited. Regional Coordinator UN Volunteers of the project were not always able to coordinate UNDP's GoL and CSO IPs effectively and appear to have had limited knowledge of and ability to coordinate UNDP's GoL and CSO IPs in EYP at the country level. In Monrovia, UNDP EYP staff could have done more to coordinate with UNFPA staff. Better coordination had the potential to amplify project results.

Supporting civic education and building support for and trust in the Liberian political system is challenging in current conditions that are dominated by mistrust of politicians, political parties, and government institutions.

Under these conditions, working to support a culture of peaceful youth participation in civic life is a long-term endeavor. Weak education systems are not covering all of the youth, and do not focus on civics. GoL support through the NEC relies on voter education around elections as events rather than civics as a life-long process, and depends heavily on donor funding. CSOs provide important campaigns and information, but are limited by inconsistent funding and limited reach.

Visual evidence from other countries about the importance of peaceful elections can impress on Liberians the importance of peace by providing examples of the costs of electoral conflict.

Videos on the costs of electoral conflict in Kenya and South Africa were thought to be very effective in reaching the youth by Liberians from focus groups in county centers. These examples were seen as best practices because they illustrated what could happen if peace was not maintained – which younger Liberians that had been infants or not born until after the civil war had not experienced. Further evidence on effectiveness was that these videos were remembered by youth active in peacebuilding now more than two years later.

8. RECOMMENDATIONS

Although the government has not requested UN support for the 2020 elections and there has not been a Needs Assessment Mission, UN agencies and the PBF should immediately consider developing and funding initiatives targeting inclusive, peaceful participation in the 2020 elections in Liberia. . This is particularly important due to the limited donor base in the country, limited funding for peacebuilding, and lack of government resources for anything, including civic and voter education.

Elections are due in Liberia for half of the Senate in October 2020. A referendum on constitutional amendments and by-elections for House of Representatives seats may also be held at that time. Elections of representatives for counties and districts have historically been some of the most-tense competitions in the country. Social tensions have grown with frustrations over unmet expectations from the government elected in 2017 and the difficult economic situation of the country. Former government officials assert that elections, although constitutionally-mandated activities which should be treated as first claims on budgetary resources, were not included in the 2019-2020 GoL budget.¹ Activities towards these elections have barely begun, even from the NEC, which reports it has received no money from the government yet for these elections; the NEC has thus also not been doing civic and voter awareness. Lessons from the EYP project should be used to support IPs to raise awareness on the importance of peaceful youth participation in electoral processes for 2020. The GoL has also just appointed new Commission members, who still need to be confirmed by the Senate, as well as new senior staff; this is likely to further challenge election preparations, including voter awareness and outreach to youth.² The NEC has much work to do to boost

¹ See <https://frontpageafricaonline.com/front-slider/liberia-former-finance-minister-expresses-concerns-over-lack-of-funding-for-special-senatorial-election/>.

² Only one of the seven commissioners was reappointed. See <https://thenewdawnliberia.com/weahs-ax-falls-at-nec/>.

trust in its operations; the most recent GoL audit of the NEC found many problems with its financial systems and operations through 2017-2018.³

UN agencies and the PBF should consider developing and funding more sustainable, longer-term initiatives supporting inclusive, peaceful participation in the 2023 elections in Liberia - particularly initiatives targeting youth.

The 2023 elections for the House of Representatives and Presidency are not long off. UN agencies should start early to work to support inclusive, peaceful participation in these elections, particularly for youth, as well as women's and youth leadership. These initiatives could be linked to and learn from any support for inclusive peaceful participation in the 2020 elections.

UN agencies should collaborate and explore approaches to work with partners and stakeholders to address the lack of confidence and trust of the citizens in key government institutions and politics in Liberia; the PBF should consider supporting joint initiatives in this area.

UNMIL and three successive UNDP electoral cycle projects have supported electoral administration and civic and voter education for the 2005, 2011, and 2017 Legislative and Presidential elections (as well as Senatorial and by-elections). However, Liberians continue to have very little confidence and trust in public institutions. This broader lack of trust and confidence, or even disgust with political parties and political leaders goes beyond elections to the center of governance in Liberia. This broad lack of trust and confidence is also a key challenge to good governance, because it further weakens public participation and thus further degrades government performance. UN agencies should continue to work with government agencies to improve government performance. UN agencies should also explore ways to work with government and CSO partners to build public confidence in the broader political system and strengthen governance in the country. This engagement may need to work with political parties as key organisations that play critical roles providing public information, organizing public participation, governing the executive branch, and in representation, lawmaking, and oversight in the House and Senate.

Civic and voter education have been components of UNDP, other UN agency, USAID, and other donor programming at critical points in electoral cycles since 2005. Strong trusted civic and voter education is still needed to inform citizens, particularly young people, as concerns rise about media manipulation and social media misuse under current conditions in Liberia. UN agencies, IPs, and CSOs should consider targeted work with the media, particularly social media, to address this challenge. The PBF should consider funding activities in this area through UN agencies or directly with CSOs.

Media manipulation and the misuse of social media, e.g. the use of Facebook to spread false or inflammatory messages, reportedly increased in 2017 as social media use grew. This use has reportedly grown exponentially since that time and is a concern for the 2020 elections. This may be especially important for young people, many of whom have limited education and may not be as critical as they should be in considering the veracity and completeness of information that targets them.

³ See <https://frontpageafricaonline.com/front-slider/liberia-gac-reports-unveil-several-financial-malfeasance-at-the-national-elections-commission-covering-three-fiscal-years/>.

UN agencies should consider developing approaches to support civic and voter education, youth engagement, ending violence against women and girls, and gender equality through peacebuilding in longer-term ways that emphasize sustainability through GoL and civil society organisations. UN agencies should commission assessments and then design and manage participatory processes to validate assessments and develop initiatives jointly. CVE focused on youth and women is an urgent priority as elections are due in October for the Senate.

Supporting the people of Liberia on their rights, roles and responsibilities as citizens is a long-term endeavor, and challenging in the context of weak post-conflict government institutions and a fragmented civil society and donor landscape. There is little evidence that Liberians, especially young people, are getting the education and acculturation that makes them aware of their rights, roles and responsibilities or have access to exercise these rights in their communities, counties, and country. UN agencies should work to develop longer-term ways and more sustainable approaches that spread information and awareness about why people should vote and participate in government more broadly as well as support ways for citizens to vote and take up roles and responsibilities in governing their country. These processes are critical in conditions of low trust and confidence in government institutions and the political system – and need to be continued and institutionalized in ways that can have enduring effects through government institutions and CSOs.

The PBF should consider developing funding instruments with longer time frames – or making it clear that sequential awards are envisioned - as peacebuilding problems and opportunities in Liberia are not of short duration.

The main peacebuilding challenges in Liberia are longstanding. Sustained, long-term support is needed to assist GoL institutions, civil society organisations, and the people of Liberia address them. Although PBF instruments are short term by design, the PBF has adjusted by contributing project after project to Liberia – often in similar thematic and geographic areas that are priorities in peacebuilding. UN agencies, GoL partners, and other IPs recognize and would benefit from longer-term more consistent funding for initiatives in these areas that remain long-term peacebuilding priorities in Liberia today.

The PBF should continue to provide support for the LMPTF/PBF Secretariat to support the development, management, monitoring and evaluation, and reporting of projects in peacebuilding in the country and of PBF-funded projects. This support is particularly important and appreciated for the development of joint projects that link UN agencies.

Over 2017-2019, the period of the EYP evaluated here, the LMPTF/PBF Secretariat has played important roles mainstreaming peacebuilding into UN agencies and strengthening the peacebuilding outputs and work towards outcomes of UN agencies and their IPs; some of these technical agencies and their teams in Liberia have limited knowledge and experience in focusing on peacebuilding.. The LMPTF/PBF Secretariat has also worked well with PBSO staff to keep the pipeline of PBF-funded projects that are the main source of funding for UN agencies and their partners flowing to support urgent needs for peacebuilding and sustainable positive peace in Liberia. The LMPTF/PBF Secretariat has also provided

important support and motivation for the development and implementation of joint programming between UN agencies – processes that may become more important across UN agencies going forward.

The LMPTF/PBF Secretariat should consider developing more ways to systematically support PBF-funded projects as well as provide information and targeted support to UN agencies, the GoL, and CSOs in Liberia. These services might include enhanced information sharing, funding and managing evaluations, support for results-based monitoring (RBM), and support for PBF reporting.

UN Agencies, GoL partners, and Liberian CSOs value and appreciate the work of the LMPTF/PBF Secretariat – and seek more support from the small staff. The LMPTF/PBF Secretariat should consider what it can prioritise in further supporting its partners. UN agencies would benefit from stronger information sharing in the processes of their work, perhaps through a shared internal data base that could be used to support the drafting of joint work and learning. This would be distinct from the public database that provides information on LMPTF/BPF projects through the PBSO (<http://mptf.undp.org/>) and could thus contain more information. PBF projects would benefit from joint trainings and templates to support the integration of peacebuilding into agency work in comprehensive ways as well as monitoring, evaluation, communications, and learning from LMPTF/PBF projects. The LMPTF/PBF Secretariat should consider and develop additional ways to support monitoring and evaluation of LMPTF/PBF projects, including joint monitoring missions. These could prioritise agencies without designated M&E staff in Liberia.

To enhance the independence of evaluations, PBSO should consider funding evaluation of PBF-funded projects through projects that support the LMPTF/PBF Secretariat rather than through the UN Agencies that manage discrete PBF-funded projects.

To support robust, independent evaluation across the portfolio of PBF-funded projects, when a country has PBF funding for a secretariat, PBSO should consider investing the evaluation funding and function with this project. This would increase the independence of evaluators from RUNOs and implementing agencies and may make it more likely that evaluations are funded at levels adequate to produce high-quality findings, conclusions, lessons, and recommendations based on robust fieldwork and participatory evaluation methods. This would be particularly important and useful for evaluations of joint projects.

ANNEX 1: TERMS OF REFERENCE

International Consultant Enhancing Youth Participation in the 2017 Legislative and Presidential Election

Location :	Monrovia, LIBERIA
Application Deadline :	19-Dec-19 (Midnight New York, USA)
Additional Category :	Democratic Governance and Peacebuilding
Type of Contract :	Individual Contract
Post Level :	International Consultant
Languages Required :	English
Starting Date :	
(date when the selected candidate is expected to start)	06-Jan-2020
Duration of Initial Contract :	20 Working Days
Expected Duration of Assignment :	20 Working Days

After 70 years, Liberia saw its first democratic transition in January 2018 following general and presidential elections in October and December 2017 respectively, where 2.1 million people registered to vote; including 65% youth which constitutes more than half of the population. The number of registered voters increased more than the previous elections held in 2005 and 2011. The number of aspirants for political office were 1,024; inclusive of independent candidates and members of 23 political parties. The transition in 2018 coincided with the withdrawal of the UN peacekeepers in March after 14 years of peacekeeping.

The successful elections were without an agreeable framework and cost. In 2016 December, the UN Security Council requested the Secretary General to submit within 90 days a peacebuilding plan for Liberia that would strengthen the UN Country Team and sustain the gains made over the years, after the departure of the UN Mission. In 2017, in response to UNSCR 2333 (SC/12654: <https://www.un.org/press/EN/2016/SC12654.doc.htm>), the United Nations System in Liberia and the Government of Liberia in collaboration with national and international stakeholders developed a peacebuilding plan (<https://unmil.unmissions.org/liberiapeacebuilding-plan-20-march-2017>), which highlighted “**Promoting Inclusive and Peaceful Elections in 2017**” as one of the five core areas of the Roadmap for Liberia to demonstrate democracy and consolidate peace. Paragraph 21 of the plan emphasized the importance of credible election results contingent on the level of citizens’ participation and inclusivity, ensuring youth, women and marginalized groups are fully involved in the debate through civic education. The plan reiterated Liberia National Election Commission’s role to ensure free, fair and transparent elections; and that all aspirants reject any form of violence during electoral activities. To support the objectives of the plan, there were several international goodwill advocates based on specific donor focus. The United States Agency for International Development (USAID), European Union (EU), Japan, Sweden, ECOWAS, United Nations System in Liberia, African Union (AU), and the United Nations Peacebuilding (PBF) were among countries and multilateral institutions that fully supported the actualization of the Peacebuilding Plan, which considered a twin transition (ushering in a new government and the final departure of UN Mission in Liberia).

Given the critical role of youth, who constitute 65% of the Country’s population, in preventing conflict and sustaining peace, the Peacebuilding Fund (PBF) provided funding to enhance the participation of youth in the 2017 general elections in response to the first core objective of the Liberia Peacebuilding Plan and UNSCR 2250 through the Enhancing Youth Participation in the 2017 Legislative and Presidential Electoral Process Project. In addition, PBF funding also sought to address and enhance women peace and security as provided per UNSCR 1325 before, during and after elections.

The Enhancing Youth Participation in the 2017 Legislative and Presidential Electoral Process Project (EYP) aimed to support youth in the electoral process through three priority areas:

1. Increased leadership and participation of young women and men in electoral and post electoral mechanisms and processes for peacebuilding at all levels;
2. Increased capacity and skills of young men and women to monitor, prevent and mitigate electoral violence including gender-based; and
3. Increased capacity of the Peace-building Secretariat to provide effective oversight, coordination, monitoring, reporting, evaluation and communication on the achievement of the PBF investment contributing to the implementation of the Liberia Peace-building Plan, including current and future IRF projects that support it

Activities towards the first two outcomes were completed in March 2018 as they accompanied the 2017 electoral process. The last outcome, which will be completed at the end of 2019, provides required support for current PBF projects. In this regard, UNDP seeks consultancy services to evaluate the project to determine whether and how the project achieved the set objectives.

Evaluation Purpose

The UNDP Office in Liberia intends to commission an outcome evaluation to assess the level of progress made towards achieving the project outcomes as articulated in the Project Document. The assessment will capture evaluative evidence of the relevance, effectiveness, efficiency and sustainability of the project to ascertain what has been achieved, how beneficiaries have been impacted by the interventions, and lessons learned for similar future interventions. Recognizing that the implementation of the first and second outcomes of the project was concluded over one and a half year ago, the evaluation will seek to determine the impact and lessons learnt by the project during this period. It will gather most of the data and information from reports by agencies, and discussions with project beneficiaries rather than the implementers. The assessment may not be able to conduct extensive field work as most of the implementing partners and other stakeholders might not be readily available and/or accessible. Nevertheless, the evaluation will consist of assessing the operation and the level of performance of the project in relation to the qualitative and quantitative objectives initially planned.

The specific objectives of this consultancy are thus to:

- Appraise the conformity of project interventions in relation to the expectations of the targeted beneficiaries;
- Compare the results obtained with regard to the previously defined objectives;
- Appreciate the changes attributable to project interventions;
- Identify impacts accruing to the project since the completion of outcome 1 and 2, and other planned activities;
- Note the use of disbursed funds in relation to the needs initially identified;
- Identify constraints related to the implementation of the project;
- Make recommendations aimed at consolidating the achievements of the project; and
- Draw general lessons from this project that will be useful to the participating UN agencies and the Government for future programs in the same area.

Evaluation Scope

The project evaluation will be conducted in January 2020, with a view of understanding how effective the project was in achieving its results contributing to peaceful elections in 2017 as well as the PBF Secretariat in its coordination role.

Specifically, the project evaluation will assess:

1. The relevance of the EYP project and UNDP's support to the government's youth and electoral process.
2. The frameworks and strategies that EYP devised for its support to youth and election and whether they were well conceived for achieving planned objectives; results of coordination by the PBF Secretariat

3. The progress to date under the outputs, any noted impacts, and what can be derived in terms of lessons learned for similar future projects.

The evaluation will consider the pertinent impacts, outcomes and outputs as stated in the project document. Considering the above, UNDP is seeking to hire two consultants: one international and one national to conduct an end of project evaluation.

Evaluation Questions

Relevance:

The team of Consultants will evaluate to what extent the objectives envisaged by the project during its design meet the needs of the target population and emerge from the national priorities, which the project is linked to. They will also assess the project's coherence with the development objectives of UNDP's Country Programme, particularly with regards to peacebuilding, the restoration of security and the promotion of human rights. The evolution of the context (political, security, economic, social, institutional) and its consequences on the progress of the program should also be reviewed considering:

- How appropriate for the context is the range of substantive areas in which the project is engaged?
- If the substantive areas are deemed appropriate for the context, how appropriate were they for the project to undertake?
- How well has the project aligned with government's priorities?
- To what extent have the EYP's selected method of delivery been appropriate to the development context?
- Has EYP been significant in influencing peaceful and safe elections among the youth?
- To what extent was the theory of change presented in the outcome model a relevant and appropriate vision on which to base the initiatives?

Effectiveness:

The evaluation will determine to what extent the project's actions have contributed to the achievement of the objectives set and the expectations of the beneficiaries. The analysis will also appreciate compliance with the implementation strategy and timeliness; and determine, among other things:

- What evidence is there that the project has contributed towards an improvement in national government capacity, including institutional strengthening?
- Has the EYP project been effective in helping improve youth development and contributing to peaceful elections?
- To what extent was the project's targeting approach well justified and effective?
- To what extent have outcomes been achieved or has progress been made towards their achievement.
- What has been the contribution of partners and other organizations to the outcome, and how effective have the project's partnerships been in contributing to achieving the project objectives?
- What were the positive or negative, intended or unintended, changes brought about by EYP's work?

Efficiency:

The evaluation will evaluate the relationship between the different activities carried out under the project, the resources achieved/available. It will provide an assessment of the cost in terms of balancing the results achieved with the use of human and financial resources. To do this, it will analyze the specific organization of the project, the tools and resources used, the quality of the day-to-day management, the actions carried out by the different actors, the management and adaptation capacity of the managers in relation to the activities, the expected and achieved results and the overall implementation environment. The evaluation will aim to determine:

- Whether EYP's approaches, resources, models, conceptual framework were relevant to achieve the planned outcomes?
- To what extent were quality outputs delivered on time?
- What was the project's complementarity with any other initiatives in this area and any attempts it made for catalytic results?
- Was the staffing adequate for the implementation of the project?
- Has there been an economical use of financial and human resources?
- How did the project contribute to the success of the transition from UNMIL in an area of political sensitivity which UNDP took over?
- Did the monitoring and evaluation systems that EYP put in place help to ensure that activities and outputs were managed efficiently and effectively?
- To what extent are relevant national stakeholders and actors included in the programming and implementation and policy advocacy processes?

Sustainability:

This criterion will determine whether the positive results of the project are likely to continue. The sustainability of the project will be assessed according to the autonomy of the institutions and beneficiary communities and their ability to pursue outreach activities or initiatives beyond the support of the project. Specifically, the team of consultants will have to assess the conformity of the expected results in relation to the objectives pursued within the framework of the project. If not, what are the reasons and the consequences? Among others, the evaluation will seek to answer the following questions:

- How sustainable are the EYP Project interventions?
- What mechanisms were put in place by the project to support the government of Liberia to sustain improvements made through these interventions?
- To what extent has a sustainability strategy, including capacity development of key national stakeholders, been implemented?
- What indications are there that the outcomes will be sustained, e.g., through requisite capacities (systems, structures, staff, etc.)?
- Were alternative approaches considered in designing the project?

Impact:

The evaluation will assess the qualitative, and to the extent possible, quantitative indicative impact of the activities carried out so far under the project. This will be based on the logical framework of the project document but may, where appropriate, suggest other measures that it considers more relevant. Special attention will be paid to the analysis of the needs identification, field reports, end-of-activity reports of the operational partners implementing the project activities, and life changes resulting from the project. The evaluation will aim to determine:

- To what extent has the project impacted behavioral and attitude change of youth towards peace, elections and security?
- What has happened as a result of the project interventions?
- What real difference has the activity made to the beneficiaries?
- How many people/communities have been affected?
- How will identified project impacts affect the human development given the country's context and national priorities; and the achievement the Sustainable Development Goals (SDGs)?

Cross-cutting issues:

The evaluation will also seek to determine how cross-cutting issues were addressed during project implementation and their results. These include:

a) *Human rights*

- To what extent have poor, indigenous and tribal peoples, women and other disadvantaged and marginalized groups benefitted from EYP's interventions?

b) Gender Equality

- To what extent has gender been addressed in the design, implementation and monitoring of the EYP project?
- To what extent has EYP project promoted positive changes in gender equality?
- Were there any unintended effects?
- How did the project promote gender equality, human rights and human development in the delivery of outputs?
- What is the impact of women's participation on electoral issues, and what's the relevance of PBF support?
- How has this project contributed to women's social capital in the communities as peacebuilding actors?

Expected Results/Outputs from the evaluation

It is expected that the team of consultants will produce the following:

- **An Inception Report:** The consultants will submit a synopsis of the assignment and the proposed methodology. A final version will be submitted to UNDP Management no later than agreed timeline as prescribed in the schedule of work, following any additional inputs;
- **Provisional Report:** UNDP Management will expect a provisional Evaluation Report within one week after the end of the assessment either by e-mail or in a roundtable meeting. It will include a summary not more than 4 pages. The provisional report will be consistent with the required criteria as highlighted under Section 3 of this Terms of Reference. The report will be submitted to relevant stakeholders earlier for review, comments and subsequent validation, no more than four days.
- **A final report** should be prepared in word format (up to maximum 35 pages) within three weeks. The report must contain some visual aids (e.g. graphs, charts, photos, etc.) in PowerPoint format. The report should take into account comments from partners including PBF.

The full final report is proposed to include the following sections:

- Title
- Table of contents
- Acronyms and abbreviations
- Executive Summary
- Introduction
- Background and context
- Evaluation scope and objectives
- Evaluation approach and methods
- Data analysis
- Findings and conclusions
- Lessons learned
- Recommendations
- Annexes

Publication/Website: The report will be published both on UNDP's website and MPTFO Gate Way. The consumers of the report include the Government of Liberia, partner agencies, donors and the general public.

Methodology

The evaluation will be managed and supervised by UNDP in close collaboration with the LMPTF-PBF Secretariat. The evaluation consultants will work closely with the Team Leader of the Governance and Public Institutions (GPI) Pillar, and M&E Focal Points at UNDP and the Secretariat and all relevant partners to conduct a comprehensive desk review and organize interviews. There will be an Evaluation Reference Group comprising UNDP, PBF Secretariat, Peacebuilding Office, National Election Commission, Messenger of Peace, NAYMOTE Partner for Democratic Development, Institute for Research and Democratic Development (IREDD), Liberia Media for Democratic Initiative (LMDI) and Peace Building Support Office (PBSO) that will be contacted for feedback during the evaluation. The group will provide relevant comments and feedback on the content and quality of the evaluation which will be captured by the lead consultant to form part of the report.

The evaluation consultants will comprise one international, who leads the evaluation of the project; and one national who will provide support. As lead, the International Consultant will develop approaches, methodology and information collection tools (i.e. evaluation methodology, the organization of focus groups and interviews ensuring the representativeness of stakeholders - civil society, partner institutions, target populations, etc.), in collaboration with the National Consultant. The National Consultant will play a major role in the data collection based on local knowledge and agreed methodology and tools.

The team will be provided with the below needed resource materials to enhance the evaluation:

- Project document;
- PBF semi-annual and annual Reports;
- work plans;
- monitoring plans;
- Partners' reports;
- Evidence of awareness (awareness materials, websites with audio and videos etc.);
- Procurement plans;
- field activity reports;
- Liberia Peacebuilding Plan;
- UNDAF 2013-2019 (for indicators and baseline, etc.)

Prior to the evaluation:

Given that most of the anticipated data will come from written reports, the national consultant will begin working closely with the agencies and partners ahead of the arrival of the lead consultant to organize resource documents to assist the evaluation. , the consultants will submit for validation a technical file which includes the work plan and methodological approach that will be used during the evaluation. The lead consultant is responsible for all activities related to the program being evaluated, and the development of the approaches/tools, the preparation of the methodology, the information collection tools, the organization of focus groups in a sound methodological manner to ensure that the selection of stakeholders (civil society, partner institutions, target populations, etc.) for interviews is reflective of the topography balance. The national consultant, ahead of the actual field work, will confirm appointments with key stakeholders on their availability for interview.

During the study:

The team of consultants will focus on facilitating interviews, identification and mobilization of stakeholders, and obtaining authorizations to conduct the assessment with national authorities. The consultant will communicate with UNDP on any unforeseen situation or challenge encountered during the course of assignment, and UNDP will address such challenge in keeping with the terms and condition of established policy or agreement.

After the study:

The team will present a provisional version of the results of the evaluation of the project for comments and validation of the national partners concerned. The consultants will submit a final report to UNDP and copy the LMPTF-PBF Secretariat, incorporating comments and inputs from PBSO, RUNOs, stakeholders, national partners. A management response will be provided by UNDP in close consultation with the LMPTF-PBF Secretariat within one month after the final report is submitted

The evaluation is expected to take 20 days for each of the two consultants, starting 15 January 2020. The final draft evaluation report is due the 03 of February 2020. The following is an indicative breakdown for activities and delivery:

- Review materials and develop work plan, Participate in an Inception Meeting with UNDP Liberia country office and Draft inception report – 7 days
- Review Documents and stakeholder consultations, Interview stakeholders, Conduct field visits, Analyze data, Develop draft evaluation and lessons report to Country Office and Draft evaluation report for stakeholder workshop presentation- 8 Days
- Present draft Evaluation Report and lessons at Validation Workshop, Finalize and submit evaluation and lessons learned report incorporating additions and comments provided by stakeholders and produce a final evaluation report – 5 days

Evaluation Ethics

The evaluation must be carried out in accordance with the principles outlined in the UNEG ‘Ethical Guidelines for Evaluation’ and sign the Ethical Code of Conduct for UNDP Evaluations. In particular, evaluators must be free and clear of perceived conflicts of interest. To this end, interested consultants will not be considered if they were directly and substantively involved, as an employee or consultant, in the formulation of UNDP strategies and programming relating to the outcomes and programmes under review. The code of conduct and an agreement form will be signed by each consultant.

NOTE: The international consultant will work with a selected National Consultant.

Competencies

Corporate Competencies

- Demonstrates integrity by modeling the UN's values and ethical standards.
- Promotes the vision, mission, and strategic goals of UNDP.
- Displays cultural, gender, religion, race, nationality and age sensitivity and adaptability.
- Treats all people fairly without favoritism

Functional Competencies

- Demonstrate commitment to the values and mission of UNDP;
- Ability to exercise judgment in assigned tasks and to work under pressure in a timely manner;
- Excellent communication and report writing skills;
- Proficiency in oral and written English;
- Ability to conduct in-depth analysis and reach relevant conclusions in the specific area of this assignment;
- Should have the ability to work with people of different cultural background irrespective of gender, religion, race, nationality and age;
- Good computer skills (Windows, Word, Excel, PowerPoint, Internet, etc.).
- Excellent facilitation skills

Required Skills and Experience

Education

Master's Degree in Social Sciences, Monitoring and Evaluation, Development Studies, International Relations or related fields;

Experience

- The candidate should have a minimum of seven (7) years of experience in high level evaluation of projects and programmes in relevant field, including adequate peacebuilding, regional and subject matter expertise.
- Proven experience in evaluating elections related projects with youth and gender dimensions;
- Experience in working with National governmental and non-governmental institutions including Community Based Organizations (CBOs), Non-Governmental Organizations (NGOs) and Technical and Financial Partners (TFPs);
- Fluency in English, with the ability to produce well written reports demonstrating analytical and communication skills;
- Excellent understanding and commitment to UNDP's mandate.
- Previous experience working with the UN.

Languages:

Fluency in written and spoken English is required.

Duty Station

Monrovia with possible field missions to selected and accessible counties.

Conditions of the contract

Travel and DSA for overnight stay will be paid in accordance with UNDP standards and rules and on the basis of location. The consultant should have own laptop and other relevant equipment needed to deliver the required task and prepare reports.

Price Proposal and Schedule of Payments:

Project Evaluation Report: Enhancing Youth Participation in the 2017 Legislative and Presidential Electoral Process (EYP)

Consultant shall quote an all-inclusive Daily Fee for the contract period. The term “all-inclusive” implies that all costs (professional fees, communications, consumables, etc.) that could be incurred by the IC in completing the assignment are already factored into the daily fee submitted in the proposal. If applicable, travel or daily allowance cost (if any work is to be done outside the IC’s duty station) should be identified separately. Payments shall be done upon verification and completion of deliverables and approval by the IC’s supervisor. In general, UNDP shall not accept travel costs exceeding those of an economy class ticket. Should the IC wish to travel on a higher class he/she should do so using their own resources. In the event of unforeseeable travel not anticipated in this TOR, payment of travel costs including tickets, lodging and expenses should be agreed upon, between the respective business unit and the Individual Consultant, prior to travel and will be reimbursed.

Documents to be included when submitting the proposals:

Interested individual consultants must submit the following documents/information to demonstrate their qualifications: (Please group all your documents into one (1) single PDF attachment as the system only allows upload of one document):

Personal CV or P11 including past experience in similar projects and at least 3 references (blank form can be downloaded from

http://www.eurasia.undp.org/content/dam/rbec/docs/P11_modified_for_SCs_and_ICs.doc); Cover Letter, outlining the main methodological approaches planned for the assignment

Cover letter explaining why you are the most suitable candidate for the assignment

Two (2) samples of previous work (in English) similar to the assignment (links can be shared as well)

Technical proposal:

Brief description of why the individual considers him/herself as the most suitable for the assignment;

A methodology, on how they will approach and complete the assignment.

Evaluation Individual consultants will be evaluated based on the following methodologies:

Cumulative analysis

Award of the contract will be made to the individual consultant whose offer has been evaluated and determined as:

Responsive/compliant/acceptable; and Having received the highest score out of a pre-determined set of weighted technical and financial

Technical Criteria; [70 points]

Technical Criteria – Maximum 70 points

Criteria

Technical skills, given by qualifications and training record (Master’s degree (or its equivalent) preferably in civil engineering/construction or architecture 15 points

Overall experience in the provision with the services given above 35 point

Adequacy of competencies & skills responding to the Terms of Reference, (TOR) 20 points.

Methodology relevance to the TOR 30 points

Financial Criteria - 30% of total evaluation – max. 30 points.

Only shortlisted candidates will be contacted and requested to provide a financial offer

Qualified women and members of minorities are encouraged to apply. UNDP is committed to achieving workforce diversity in terms of gender, nationality and culture. Individuals from minority groups, indigenous groups and persons with disabilities are equally encouraged to apply. All applications will be treated with the strictest confidence. UNDP does not tolerate sexual exploitation and abuse, any kind of harassment, including sexual harassment, and discrimination. All selected candidates will, therefore, undergo rigorous reference and background checks.

ANNEX 2: LIST OF DOCUMENTS

United Nations (UN) Documents

United Nations. 2019. UN Sustainable Development Cooperation Framework: Liberia 2020-2024.

United Nations. 2018. “Liberia Common Country Assessment 2018.” New York: UN.
<https://liberia.un.org/en/23618-common-country-assessment-2018>

United Nations. 11 May 2017. “Mapping UNCT Technical and Operational Capacities to Support the UN Commitments in the Liberian Peacebuilding Plan. New York: UN. <https://liberia.un.org/en/23619-mapping-unct-technical-and-operational-capacities-support-un-commitments-liberian>

United Nations. 17 May 2017. “Liberia Transition Multi-Partner Trust Fund Terms of Reference.” New York: UN <https://liberia.un.org/en/23620-liberia-transition-multi-partner-trust-fund-terms-reference>

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United Nations Evaluation Group (UNEG). June 2010. *Quality Checklist for Evaluation ToR and Inception Report*. New York: UN. <http://www.uneval.org/document/detail/608>

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https://www.un.org/peacebuilding/sites/www.un.org.peacebuilding/files/documents/pbf_guidance_note_on_youth_and_peacebuilding_2019.pdf

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<https://www.un.org/peacebuilding/content/peacebuilding-fund-pbf-guidelines-pbf-funds-application-and-programming-2018-english>

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PBF. 2019. “PBF project document template - 2019.” New York: UN.

PBF. 2019. “Annex D on budget - 2019.” New York: UN.

PBF. 2019. “Annex D on budget - 2019 CSO Version.” New York: UN.

PBF. 2018. “PBF project funds transfer request from MPTFO – 2018.” New York: UN.

PBF. 2018. “PBF project progress report template - 2018.” New York: UN.

PBF. 2018. "PBF PRF annual strategic report template - 2018." New York: UN.

PBF. 2019. "Cross-Border project budget template." New York: UN.

United Nations Development Programme (UNDP) Documents

July 2019. Country programme document for Liberia (2020-2024).

<https://digitallibrary.un.org/record/3813067?ln=en>

2018. "YEP UNDP Internal Report."

Carravilla, Carlos. 2016. "Evaluation of the Liberian Peacebuilding Office (PBO)." Monrovia: UNDP

Enhancing Youth Participation in the 2017 Legislative and Presidential Electoral Process Documents

PBF Project Annual Progress Report: Enhancing Youth Participation in the 2017 Legislative and Presidential Electoral Process, Country Liberia, November 2019

Financial Report, EYP, November 2019

PBF Project Progress Report: Enhancing Youth Participation in the 2017 Legislative and Presidential Electoral Process. Country Liberia, Annual, June 2019

Financial Report, EYP, June 2019

Annual Work Plan, YEP, 2018

Final YEP Secretariat 6-month Work Plan

YEP Secretariat 6-month Work Plan

Peacebuilding Fund (PBF) Annual Project Progress Report: Enhancing Youth Participation in the 2017 Legislative and Presidential Electoral Process. Country Liberia, November 2017

IRF Revised Project Document, United Nations Peacebuilding Support Office (PBSO)/Peacebuilding Fund (PBF), Project Title: Enhancing Youth Participation in the 2017 Legislative and Presidential Electoral Process (December 2017)

IRF Project Document, United Nations Peacebuilding Support Office (PBSO)/Peacebuilding Fund (PBF), Project Title: Enhancing Youth Participation in the 2017 Legislative and Presidential Electoral Process (May 2017)

Liberia - NCE - Enhancing youth participation in the 2017 legislative and presidential electoral process (IRF170)

UNCT Meeting: Talking Points for the RC on PBF Portfolio. 2018

M&E Plan, LMPTF/PBF Secretariat

SCORE Liberia 2018 Key Findings and Highlights

BTOR -UNDP FAO Concession Bomi & Nimba counties

BTOR - Ganta Border Peace Hut Dedication, 26 April 2019

BTOR -WFP Zorzor programme

Article - Ganta Border Peace Hut launched

UNFPA Documents

United Nations Population Fund Liberia, Final Project Report, September 1, 2017 – May 31, 2018, Enhancing Youth Participation in the 2017 Legislative and Presidential Elections. “Youth in Elections Project”

The 2017 Legislative and Presidential Elections Project: Youth and Elections Project.

Youth and Elections Project Photo Journal

Final Report for the National Symposium on Youth and Elections

EYP Partner Documents

Liberian Youth Peace Declaration

Final Report for the National Symposium on Youth and Elections

Liberia Youth Centers Capacity Development Plan, Final

Bassa NGOs Network, Youth Forum Resolution

Government of Liberia Documents

2018. Pro-Poor Agenda for Prosperity and Development. Monrovia: GoL.

Independent Analytical Documents

Carter Center. March 23, 2018. “March 7, 2018 Presidential and Parliamentary Elections in Liberia: Final Report.”

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<https://www.africaresearchinstitute.org/newsite/blog/code-conduct-act-liberias-2017-election/>

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https://www.ifes.org/sites/default/files/2017_ifes_liberia_general_elections_faqs_final_0.pdf

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ANNEX 3: LIST OF INTERVIEWS AND FOCUS GROUPS

No.	Name	Organization	Method	Contact Detail
Interviews				
1.	Comfort D. Kollie	UNFPA	Programme Asst.	0770004017
2.	Gerald L. Witherspoon	UNDP	Coordinator	0776434300
3.	Herold Addo	IREDD	Executive Director	0776523021
4.	Eric Quiqui	NAPAO	Program Officer	0770277397
5.	Christopher Fayai	PBO	Program Officer	0777041919
6.	Maima S. Benson	UNV	Coordinator	0770591993
7.	Catherine Waliuala	PBO Secretariat	Coordinator	
8.	John Dennis	PBO Secretariat	M&E Officer	0770004240
9.	Oretha Mulbah	UNV	Coordinator	07770898564
10.	McAnthony Keah	UNDP	Consultant	
11.	Augustine S. M. Tamba	FLY	President (former)	0886468245
12.	Patricia Jallah Scott	UNFPA	NPO – Gender	0770122744
13.	Andy N. Graham	UNV	Coordinator	0770572010
14.	Mamakieziel Siccar	MYS	Director – TVET	0770567500
15.	Salvator Nkuruziza	UNDP	Project Coordinator	
16.	George Baratashvilli	ESP-UNDP	Chief Technical Adviser	
17.	Cristina F. Escorza	UN Women	Women Peace & Security	
18.	Uchenna Emelonye	OHCHR	Country Representative	
19.	Augustine Kanneh	UNV	Coordinator	0775179936
20.	Melvin Nyanway	OHCHR	Project Officer	
21.	Mardea Martin-Wiles	OHCHR	Monitoring & Evaluation	
22.	Sommy Onyegbula	OHCHR	Staff	
23.	Malinda Joss	WOCDAL	Executive Director	
24.	Alex Magal	UNDP	Programme Coordinator	0770004247
25.	Eddie D. Jarwolo	NAYMOTE	Executive Director	0770510479
26.	Aisha Kamara Kolubah	Action Aid	Program Officer – Gender	0886496291
27.	Lawuo Harris	Action Aid	Finance Officer	0886567210
28.	J. Dorlah Bolongei	Action Aid	Program Officer	0880708637
29.	Matthias Yeany	LINSU	President (former)	
30.	Octavius Quarbo	FAO	Asst. Country Rep.	0886605209
Focus Group Discussion				
a) Buchanan, Grand Bassa County				
1.	Gerald G. Nickerson	ANC Party	County Youth League Chair	0777906643
2.	Harris B. Zondo	SACODS	Lead	0777528308
3.	Jallah T. Sekpeh	CDC	Cty. Youth League Chair	0770926005
4.	Victor D. Joe	LMTU	Cty. Vice President	0775184199

Project Evaluation Report: Enhancing Youth Participation in the 2017 Legislative and Presidential Electoral Process (EYP)

No.	Name	Organization	Method	Contact Detail
5.	Alex O. Bryant	Peace Agent	Grand Bassa	0880010300
6.	Onesimus S. Garway	Reporter	LINA	0777352900
7.	Julie M. Flanjay	BAWODA	Chairperson	088665163
8.	Othello Contowor	Bassa Youth Caucus	Member	0776236868
9.	Samuel G. Wilson	PBO	County Peace Council Lead	0770113984
b) Kakata, Margibi County				
10.	Jessica Zoenoe	WINEP	Agent	0775196719
11.	Ruth F Armah	WINEP/PBO	Early Warning Agent	0777594959
12.	Richard F. Cooper	WINEP	Early Warning Agent	0886001814
13.	Irene Rennie	WINEP	Early Warning Agent	0886084048
14.	Friday Crusor	WANEP	Coordinator	0886352444
15.	King Soreso W.W.W. Wuo	MYS	Coordinator	0886809743
16.	Janga M. Flomo	WINEP	Peace Agent	0777367518
17.	Emmanuel M. Kollie	PBO	Early Warning Agent	0886714413
18.	Mulbah J. Howard	PBO	Peace Committee	0775853725
19.	Ruth M. Whamah	PBO	Peace Committee	0880424882
20.	Annie Clark	WINEP	Early Warning Agent	0886702550
21.	Esther J.S. Clarke	PBO	Early Warning Agent	0776194914
c) Robertsport, Grand Cape Mount County				
22.	Janka Sando	PBO	Early Warning Agent	0770663764
23.	Florence Gray	WINEP	Early Warning Agent	0886 593306
24.	Abdullai Johnson	MYS	County Sports Officer	0555683234
25.	Esther Sonkarley	PBO	County Peace Committee	0776543987
26.	Jerry Pusa	Messenger of Peace	Volunteer	0880055632

ANNEX 4: EVALUATION INSTRUMENTS

Semi-structured interview guide and questions

INTRODUCTION AND INFORMED CONSENT

The introduction and consent note introduces the evaluators, the evaluation, and methods to participants in the evaluation to gather the explicit consent of people with participating in the evaluation. The evaluators will recite the following to all prospective interviewees and obtain explicit oral consent from participants.

Introduction and Informed Consent

Thank you for talking with us today.

My name is Lawrence Robertson. And I am Julius Togba. We are working independently for the United Nations to conduct an evaluation of the work conducted by UNDP, UNFPA and their partners through the Enhancing Youth Participation in the 2017 Legislative and Presidential Electoral Process project.

The goal of the review is to learn about what has been accomplished by the project, what has worked well, and what has not worked as well. Lessons from this review will be used to help the UN and their partners in future work here and around the world.

The information collected today will only be used for the review. We will not use this information in a way that identifies you as an individual (or your specific community) in the report.

We would also like to clarify that this interview is entirely voluntary and that you have the right to withdraw from interview at any point without consequence.

We hope to learn from you from your knowledge and experience with the project and its activities. Are you willing to participate in this study? [Ensure that participant(s) verbally agree to participate]

Do you have any questions for us before we begin with a short list of questions to learn about the ways that you or your organisation may have worked with activities from the Enhancing Youth Participation in the 2017 Legislative and Presidential Electoral Process project?

INTERVIEW QUESTIONS

[NOT ALL QUESTIONS WERE ASKED IN ALL INTERVIEWS; INTERVIEWS FOCUSED ON THE AREAS AND QUESTIONS MOST RELEVANT TO EACH INFORMANTS' KNOWLEDGE AND EXPERIENCE WITH THE PROJECT]

Relevance

How do you see the relevance of the activities of and the whole Enhancing Youth Participation in the 2017 Legislative and Presidential Electoral Process project? In your experience, did the project select the appropriate priority areas for engagement?

If the project selected the appropriate priority areas for engagement, did the project select activities that appropriately targeted outputs and outcomes in these areas?

Has the Enhancing Youth Participation in the 2017 Legislative and Presidential Electoral Process project been aligned with the government's priorities? Why or why not?

Have the project's delivery mechanisms been appropriate in the Liberian development context?
FOLLOW UP WITH SPECIFICS: Direct implementation by UNDP and UNFPA, grants to CSOs, trainings, media engagement, ect..

Based on your experience, has the project been significant in influencing peaceful and safe elections among the youth? Why or why not?

Based on your knowledge and experience, was the theory of change of the project relevant and appropriate? Why or why not?

Effectiveness

Has the EYP project been effective in helping improve youth development and contributing to peaceful elections?

To what extent was the project's targeting approach well justified and effective?

What has been the contribution of partners and other organizations to the outcome, and how effective have the project's partnerships been in contributing to achieving the project objectives?

What were the positive or negative, intended or unintended, changes brought about by EYP's work?

Efficiency

To what extent were quality outputs delivered on time?

What was the project's complementarity with any other initiatives in this area and any attempts it made for catalytic results?

Has there been an economical use of financial and human resources?

Did the monitoring and evaluation systems that EYP put in place help to ensure that activities and outputs were managed efficiently and effectively?

To what extent are relevant national stakeholders and actors included in the programming and implementation and policy advocacy processes?

Were alternative approaches considered in designing the project?

Sustainability

What mechanisms were put in place by the project to support the government of Liberia to sustain improvements made through these interventions?

To what extent has a sustainability strategy, including capacity development of key national stakeholders, been implemented?

What indications are there that the outcomes will be sustained, e.g., through requisite capacities (systems, structures, staff, etc.)?

Impact

What has happened as a result of the project interventions?

What real difference has the activity made to the beneficiaries?

How many people/communities have been affected?

How has the project impacted human development given the country's context and national priorities?

How has the project impacted human and institutional capacities towards SDGs especially 16 and 17?

Cross-cutting Issues

Human rights

How did the project promote human rights and human development in the delivery of outputs?

To what extent have poor, indigenous and tribal peoples, women and other disadvantaged and marginalized groups benefitted from EYP's interventions?

Gender equality

How did the project promote gender equality in the delivery of outputs?

To what extent has EYP project promoted positive changes in gender equality? Were there any unintended effects?

What is the impact of women's participation on electoral issues, and what's the relevance of PBF support?

How has this project contributed to women's social capital in the communities as peacebuilding actors?

Focus group interview guide and questions

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FOCUS GROUP QUESTIONS

[FOCUS GROUP QUESTIONS FOLLOWED UP TO ASKED TARGETED QUESTIONS ABOUT THE AREAS AND IMPLEMENTING PARTNERS MOST RELEVANT TO EACH INFORMANTS' AND THE GROUPS KNOWLEDGE AND EXPERIENCE WITH THE PROJECT AND ITS PARTNERS]

How did you hear about the opportunity to work with the Enhancing Youth Project and its partners on the 2017 election processes?

What were you and your organisation able to do towards enhancing peaceful participation of young people in electoral processes here?

How did the project or its partners help you in these endeavours?

Was their attention to the efficiency of project support and activities? What specifically was done to demonstrate attention to reaching larger number of people or reducing costs of implementation?

What do you see as the results of your work to support peaceful youth participation?

How do you see the sustainability of these achievements?

What do you see as the main lessons learned from this engagement in the 2017 elections on peaceful youth participation?

What do you see as key recommendations for UN agencies and others, including government institutions, based on this experience?

Thank you for all your work supporting peaceful youth participation in the elections, and for sharing this work with us today.

Before we close, is there anything else we should know about the project and its activities with you that we have not covered?

Thank you again for all your work in this important area.