



PEACEBUILDING FUND

<p><b>Project Title:</b> Support to Civic Engagement in Libya's Transition</p>	<p><b>Recipient UN Organization:</b> UNDP</p>
<p><b>Project Contact:</b> Mr. Eric Overvest, UNDP Country Director                  Address: UNDP Country Office, Tripoli, Libya                  Telephone: +21891 358 1185                   E-mail: eric.overvest@undp.org</p>	<p><b>Implementing Partner:</b>                  Government of Libya- Ministry of Culture &amp; Civil Society                  Responsible parties: UNSMIL, Ministry of Higher Education, Ministry of Religious Affairs; Tripoli, Benghazi &amp; Misrata Universities, Women's NGOs, Civil Society, Islamic Community, Libya Scouts &amp; Girl-Guides Association</p>
<p><b>Project Number:</b>                  To be completed by UNDP MDTF Office</p>	<p><b>Project Location:</b> Libya</p>
<p><b>Project Description:</b>                  This project will conduct a comprehensive civic engagement campaign to assist the Libyan authorities' efforts, with UNSMIL support, to hold peaceful, free and fair elections in which an informed electorate is empowered through knowledge and understanding of the electoral process to exercise their democratic rights and responsibilities fully.</p>	<p><b>Total Project Cost</b>  <b>Peacebuilding Fund: \$1,923,860</b>  <b>Government Input: (not yet formed)</b>  <b>Other: \$ 339,000 (UNDP)</b>  <b>Total: \$2,262,860</b>   <b>Project Start Date and Duration:</b> 1 Jan 2012                  12 months</p>
<p><b>Gender Marker Score: 2</b>                  Score 3 for projects that are targeted 100% to women beneficiaries and/or address specific hardships faced by women and girls in post-conflict situations;                  Score 2 for projects with specific component, activities and budget allocated to women;                  Score 1 for projects with women mentioned explicitly in its objectives, but no specific activities are formulated nor is a budget reserved; and                  Score 0 for projects that do not specifically mention women.</p>	
<p><b>PBF Priority Area(s) and Outcomes:</b> Libyans participate meaningfully in electoral and constitution-building processes with evidence of increased trust in the transition towards democracy</p>	
<p><b>Outputs and Key Activities:</b>                  Paragraph outlining essential details of the programme/project:                  The project aims to deliver three outputs. The first 'Civil Society Organizations are able to mobilize citizens in participating actively in the new democratic processes' will be achieved through the following activities: UNDP will provide immediate assistance to civil society organizations and groups to produce audio-visual civic awareness products, and train and equip various stakeholders, including religious leaders and leaders from Libya's Public</p>	



Scout and Girl Guide Movement to disseminate information on elections & civic participation. A second output 'Youth is fully engaged through a peaceful participation in the transition process' will be delivered through the following activities: certification of a group of 30 graduates as civic education instructors, production of reference and dissemination material, civic education courses and activities for students at 10 universities across Libya, supporting university-based communications and outreach activities, creating an on-line training course on women and civic participation, organizing student model parliaments, constituent assemblies & drafting committees. The project will also promote increased women's participation in the democratic transition process by organizing national consultations on the role of women in the transition process and providing support to women's organizations in strengthening civic awareness and participation in the elections.

## PROJECT DOCUMENT COVER SHEET

<i>(for IRF-funded projects)</i>	
<b>Recipient UN Organization(s)</b> Georg Charpentier DSRS/RC/HC Resident Representative UNDP Libya 30 Jan 2012	<b>National Implementing Partner(s) (as relevant)</b> Replace with: <i>Name of Head of Partner</i> <i>Signature</i> <i>Name of Institution</i> <i>Date &amp; Seal</i>
<b>Peacebuilding Support Office (PBSO)</b> <i>Name of Representative</i> <i>Signature</i> Peacebuilding Support Office, NY <i>Date &amp; Seal</i>	<b>Representative of National Authorities</b>  Ministry of Planning



**United Nations Peacebuilding Support Office/Peacebuilding Fund  
(PBSO/PBF)**

**Submission Note  
for the Immediate Response Facility (IRF)**

**Country: Libya**

**Summary:**

Total amount of request:	\$1,923,860
Number of projects in request:	1
Expected Start Date and Duration of Implementation <sup>1</sup> :	1/1/2012 (12 months)
Planning framework from which projects have been identified:	N/A
Duration and total value of source plan:	N/A

<sup>1</sup>Individual Projects should have a maximum duration of 12 months (in addition to time required to mobilize key project inputs).

**A. Peacebuilding Context and Role of the UN System (Justification for Country Eligibility)**

On October 23<sup>rd</sup>, 2011 Libya's National Transitional Council (NTC) declared the country fully liberated, bringing to an end the eight month armed conflict to overthrow the authoritarian regime of Colonel Muammar Qadhafi. The new Libya is founded on a commitment to conduct an election by June 2012 to establish a National People's Council which will form an interim government and draw up a new constitution. This will be Libya's first election in 45 years: the vast majority of the public has never participated in any similar events and has little knowledge and understanding of such processes. There is as yet no parliament, electoral management body or constitution-making entity, no established political parties, civil society organizations or independent media with any familiarity with these processes, and no previous experience of freedom of expression or access to information based on developed professional and ethical standards.

On 16 September 2011, the United Nations Support Mission in Libya was established to assist the Libyan authorities in restoring public security and the rule of law, promoting inclusive political dialogue and national reconciliation, and in helping the NTC embark on the drafting of a new constitution and on laying the foundation for elections

**B. Context of PBF Assistance**

The Constitutional Covenant sets out the timetable for elections and the drafting of a new constitution. UNSMIL and UNDP consultations with the transitional authorities and a range of civil society actors have repeatedly highlighted the urgent need to conduct a major civic education campaign across Libya, particularly targeting women, youth and other traditionally marginalized sections of society to promote meaningful participation in the process. With elections anticipated before the end of June 2012, it is essential that civic education activities



are quickly underway to have any prospect of ensuring informed, meaningful participation in the elections.

This project aims to launch targeted civic awareness and engagement activities with key national stakeholders, in anticipation of a significant expansion in funding for these activities once government functions are restored and key institutions fully engaged. The strategy has been developed in close coordination with UNSMIL's electoral team in which a senior UNDP electoral advisor is already embedded. Working with UNSMIL's electoral, political and public information team, and with national stakeholders, UNDP has developed a civic education strategy focusing on the upcoming elections, based on extensive experience in this field and recent experience in the region, deploying urgently needed technical expertise to rapidly begin working with national stakeholders to implement the strategy, and helping fill a short term funding gap until national resources are available to support a national campaign in the medium and longer term.

Further development of a UN system wide civic engagement strategy will be informed *inter alia* by the experience developed through this project, the Libya Coordinated Needs Assessment (LCNA), and UNDP's participation in the EU co-led sector assessment "Civil society development, including women organizations", if and when the Government of Libya decides to launch these analytical exercises.

### C. Portfolio Allocation Table

Country: Libya

Start Date and Duration: 1/1/2012

Source Plan and Date of Plan: N/A

Project Title	Recipient UN Organization	PBF Priority Area	Project Budget (PBF funds only)
Support to Civic Engagement in Libya's Transition	UNDP	2: Promote coexistence and peaceful conflict resolution	\$1,923,860

### D. Projects

(please attach a project document using the PBF template for each project in the portfolio.)



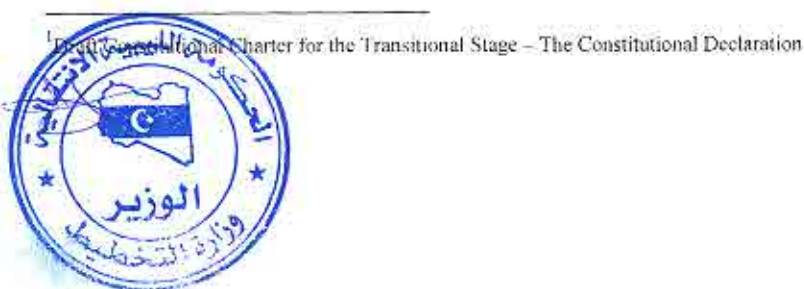
## **COMPONENT 1: Situation Analysis**

Libya is at a critical juncture in its history. Having rejected authoritarianism in favour of "an independent democratic state wherein the people are the source of power"<sup>1</sup>, the transitional authorities are now confronted with a number of critical challenges including: the provision of basic physical security and public order; (re)building institutions of democracy and governance; ensuring social and economic welfare; and establishing mechanisms of justice and accountability.

The new Libya is founded on a commitment to conduct - within 240 days of the October 23<sup>rd</sup> Declaration of Liberation - an election to establish a National People's Council which will form an interim government and establish a body to draw up a new constitution for Libya. At this time it is foreseen that this constitution-making body will produce a draft constitution within sixty days which will be submitted to the National People's Council for approval and subsequently put before the people of Libya in a referendum requiring a majority of two-thirds of the electorate.

Libya has no experience of organizing electoral and constitution-making processes such as those currently planned. The public has never participated in any similar events and has little knowledge and understanding of such processes. There is as yet no parliament, electoral management body or constitution-making entity, no established political parties, civil society organizations or independent media and no previous experience of freedom of expression or access to information based on developed professional and ethical standards. During the Qaddafi-era, Libya was one of a number of countries in the Arab region which prohibited the establishment of independent civil society and media organizations and allowed only state-run entities. In theory, associations and non-governmental organizations (NGOs) were allowed to be established and were regulated by Law 19 of 2003, which amended the Law 111 of 1970. However, in reality, the establishment and functioning of the media, NGOs and other CSOs were severely curtailed, allowing only those organizations whose patrons were influential with and close to the regime to function. Any independent civic activity in Libya took place deep underground. During the conflict CSOs played a significant role in meeting humanitarian and social needs, in particular by taking over essential public service delivery tasks in various sectors such as health, education, sanitation, poverty reduction and social protection. Hundreds of NGOs have been formed since the start of the conflict and as the humanitarian crisis subsides, many are shifting their focus to advocacy and other areas of activity where they can continue to support the transition process.

The election of the National People's Council is the first in a series of transitional processes which will culminate in the establishment of a democratic system in Libya. The absence of key institutions such as the Electoral Management Body, and the disruption to the functions of government as a result of the war, together with the lack of experience among Libya's nascent civil society sector have severely weakened national capacity to design and organize a major initiative of this kind. On November 22<sup>nd</sup>, following four weeks of negotiations, the NTC announced a new government with twenty five ministries, many of which are new. Some of the other ministries have been based in Benghazi during the revolution. Overall, it is likely to be some months before the necessary budgets, structures and capacities are in place to allow many of these ministries to function optimally, and it will take some time before the capacity exists to develop and implement a national civic education campaign.



## COMPONENT 2: Project justification

This project is designed around the following rationale:

- **The upcoming elections constitute a historical milestone in Libya's political transition. They present both opportunities for strengthen consensus and threats of instability.**
- **The impact of the elections on the country's cohesion will hinge, to a significant extent, on the active, meaningful, and informed participation by all segments of the population. In light of UNSMIL's mandate to support the Libyan authorities in conducting elections, this project represents an integral contribution of the UN system's support strategy.**
- **The elections also present a mobilizing for the country's nascent civil society, and the emergence of youth and women in particular as active political actors.**
- **As such, through this project that focuses on the upcoming elections, UNDP and the UN system as a whole will deepen its engagement with, and understanding of a broad range of civic actors, which will then inform broader and longer-term strategies of support.**

Transforming the political culture of a society is one of the most difficult aspects of any post-conflict transition. Deeply engrained practices built up over forty-two years do not change with the holding of an election and the adoption of a new constitutional framework. Transformation takes years and requires substantial changes to behaviour and social norms which can only be managed with long-term strategies involving large segments of society. Extensive civic education and engagement campaigns, local and national-level public dialogue and consensus-building within society are all essential components of such a strategy. Civic education deals with the broad concepts underpinning a democratic society such as the respective roles and responsibilities of citizens, government, political and special interests, the mass media, and the business and non-profit sectors, as well as the significance of periodic and competitive elections. It emphasizes not only citizen awareness but citizen participation in all aspects of democratic society.

In a society with historically strong regional and local identities, the development of an electoral system can become a significant source of disagreement and even conflict. A system of majority voting in single-person constituencies can increase tensions and fragmentation as this often leads to a 'winner-takes all' outcome. A proportional electoral system, on the other hand, leads to a more representative parliament, but such a system is based on functioning political parties. In a country scarred by four decades under a repressive, authoritarian regime and where people are deeply suspicious of the intentions of former regime figures and their supporters, establishing criteria to determine eligibility to stand for election is a highly sensitive process and one which could lead to deep divisions and even renewed conflict. Widespread consultations based on a basic knowledge of the issues will be needed to prevent these tensions and suspicions from boiling over into confrontations and violence, and potentially destabilizing the transition process.

The United Nations Support Mission in Libya (UNSMIL) is tasked with assisting the Libyan authorities in restoring public security and the rule of law, promoting inclusive political dialogue and national reconciliation, and in helping the NTC embark on the drafting of a new constitution



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and on laying the foundation for elections. UNSMIL and UNDP meetings with civil society have made clear their determination to be engaged closely in the ongoing discussions on the electoral law, and in efforts to promote civic education. These consultations have emphasized the enormous challenge of staging Libya's first election for over forty-five years and in particular the urgent need to conduct a major civic education campaign across Libya, particularly targeting women, youth and other traditionally marginalized sections of society.

Youth activism – civil and military – has been at the heart of the revolution, and young people have significant responsibilities in the NTC. Although the fighting is over and the Qaddafi regime driven from power, the knowledge and understanding needed to ground their expectations and facilitate their constructive participation in the political transition have yet to be developed. Thousands of young men have been on the front-line in the fighting and many have idealistic expectations of a rapid transformation of the country. In other transitional contexts with disproportionate youth populations, young men in particular can be a significant source of instability. This trend is already emerging in Libya as tens of thousands of fighters await demobilization and reintegration, and the process of collecting and registering weapons has yet to begin.

Misinterpretation and misunderstandings about rights and responsibilities, expectations and entitlements, and freedoms and limitations may generate tension, confrontation and conflict at a critical time in a sensitive transition process, and while conflict cannot be avoided, it can and should be mitigated by a common understanding of the basic principles of democratic governance, and the different processes that make up a transition to democracy. Under the former regime, Libya developed one of the most advanced education systems in the Arab region, third-level education was almost free and some fifty percent of all students were women, but students were forbidden to engage in any form of independent civil or political activities. The education system was not allowed to impart the values necessary for the development of skills required by young people to help build and participate in modern democratic societies. There was no independent media and the state exercised strict controls over broadcast and print media. Discussions with civil society, academia, and youth groups in Libya provide empirical evidence that people's knowledge of democracy and good governance is extremely limited. There is an urgent need to deepen people's understanding of democratic principles and processes, and their application in the election and constitution-building process.

Women, men, girls and boys experience and take action differently in the context of conflict and post-conflict transitions. Women and girls in particular have become strategic targets in armed conflict, with the increasing use of rape, intimidation and persecution as a weapon of war. However, rather than portray all women as helpless victims of war and violence, it is essential to also focus on the active roles they play as combatants, peacebuilders, politicians and activists. United Nations Security Council Resolution 1325 (2000) provides a specific framework for this focus. Not only does the resolution urge UN Member States to increase women's participation at all decision-making levels in national, regional and international institutions and mechanisms for the prevention, management and resolution of conflict, it also requires states to include a gender perspective in their peacekeeping and peacebuilding measures and address protection, rights and specific needs of women. The role of women in public life in Libya has traditionally been very limited. Their social position is deeply rooted in patriarchal values and traditions, especially in the rural areas. Yet, the revolution has begun to change the overall perception of women's role in society. Women of all ages have played an integral part in the uprising and have carved out an enduring image of strength and credibility. Thus, the promotion of the role of women will be central to the post-conflict stabilization of the country and the creation of an inclusive civil society in Libya. For many women, it also provides a fundamental indicator of progress in the political development of the country. The transitional authorities have made women's empowerment a priority and also have promised a more important role for women in public administration. However, this promise is not reflected in the establishment of the transitional



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government. Although the revolution has seen the emergence of an impressive and extensive array of women leaders and activists, they have not been included in the new government. Of the thirty-five appointments to the Cabinet – twenty-five ministerial posts, eight deputy ministers, and two deputy prime ministers – only two are women; thirty-three are men, giving women a representation of less than six percent in “new” Libya’s first government. A concerted effort will need to be made to develop a national framework to deliver on the promise of meaningful women’s participation in the transition.

In this context, the proposed intervention supports PBF Priority Area 2 “Support to national efforts to build and strengthen capacities that promote peaceful coexistence, good governance and national reconciliation” and in particular the following PBF outcome:

**Libyans participate meaningfully in electoral and constitution-building processes with evidence of increased trust in the transition towards democracy**

It specifically aims to assist the Libyan authorities’ efforts, with UNSMIL support, to hold peaceful, free and fair elections in which an informed electorate is empowered through knowledge and understanding to exercise their democratic rights and responsibilities fully, and to use the electoral process to choose representatives who will work on their behalf to peacefully resolve differences of opinion over the resources, systems and structures of the future state.

#### *Catalytic Effect of the Project*

The project is designed to have a catalytic effect at three levels:

*From a funding perspective*, this project aims to launch targeted civic awareness and engagement activities with key national stakeholders, in anticipation of a significant expansion in funding for these activities once government functions are restored and key institutions fully engaged. It is widely anticipated that Libya will fund its own recovery and transition activities. However, a delay of several months is anticipated as government institutions are set up or re-established following the conflict, budgets are prepared and public finances from unfrozen funds and resources come back on stream. Although Libya is rich in resources and is a net-contributing Member State of the UN, sanctions imposed under UNSCR 1970 and 1973 have restricted the transitional authorities’ access to funds that would normally be available to support the development of a national civic awareness campaign. In the same vein, donor funding is yet to come on stream as bilateral actors are still in the process of establishing or reestablishing their presence in Libya following the recent declaration of liberation. During this time it is essential that civic education activities are already underway to have any prospect of ensuring informed, meaningful participation in the elections.

UNDP, working in close coordination with UNSMIL, together with emerging national stakeholders, can immediately fill the gap, based on extensive experience in this field and recent experience in the region, by deploying urgently needed technical expertise to rapidly begin working with national stakeholders. A well-designed strategy supported by experienced technical specialists will also attract additional donor funding in the short term and secure government funding in due course.

*At the programmatic level*, the project sets out to link institutions at regional and national level that fulfill key functions such as providing regulatory frameworks, funds or coordination, formal and informal social networks of civil society and religious actors that have organizational infrastructure and capacities and represent key constituencies such as women, youth and minorities, and international entities with valuable knowledge management and technical support resources. So, for example, the internationally accredited BRIDGE network will be used to conduct a Training of Civic Education Instructors, participation in which will be contingent on CSO-trainees developing – with UNDP support – a training and dissemination strategy which will be funded through the Ministry of Civil Society \$20





million NGO grant facility. A similar catalytic principle will be applied to participation in other planned project activities.

Finally, in terms of UN strategy, the project will deepen the UN's understanding of Libyan civic actors, and the emerging civil society dynamics in this transitional phase. Such knowledge will inform broader, and longer-term engagement strategies, including UNSMIL's political support and the agencies' programmatic choices.

### **COMPONENT 3: Logical Framework (including implementation strategy)**

#### **Implementation Strategy**

The election to the National People's Conference will be the first of a series of electoral events to take place in the short term. Within sixty days of this election, a constitution will be finalized and – following endorsement by the NPC – presented to the Libyan electorate for approval through a referendum. Subsequently, a general election to elect the new government will be scheduled within six months of the promulgation of the constitution. Local elections are also anticipated within this interval.

In the initial phase, the strategy aims to produce three specific outputs to support preparations for these electoral events:

- Civil Society Organizations are able to mobilize citizens in participating actively in the new democratic processes
- Youth is fully engaged through a peaceful participation in the transition process
- Increased women's participation in the political transition process

Civic education deals with broader concepts underpinning a democratic society such as the respective roles and responsibilities of citizens, government, political and special interests, the mass media, and the business and non-profit sectors, as well as the significance of periodic and competitive elections. It is a broad and continual process that can incorporate voter education and contributes to the long term development of an informed electorate. It may be carried out through the school and university system, through civil society organizations, and by some state agencies, although not necessarily the election authority. EAD has already prepared a range of advisory papers - including on public outreach – which have been used to contextualize the proposed civic engagement strategy and to inform the delineation of civic education and voter education support functions to ensure a coordinated and complementary approach. Working with the UNSMIL Electoral Team, UNDP has produced the following graphic to clarify these functions and activities:



