

Action Fiche for Libya

1. IDENTIFICATION

Title/Number	Support for the emergence and development of civil society and local governance (ENPI/2011/276-722)		
Total cost	EU contribution: EUR 3.1 million		
Aid method / Method of implementation	Project approach – <i>direct centralised management</i>		
DAC-code	15150	Sector	Participation démocratique et société civile

2. RATIONALE

2.1. Sector context

Since the revolution has started on February 17th 2011, liberated parts of eastern Libya have seen a spectacular emergence of non-governmental organisations (NGOs) and a palpable enthusiasm of the population for volunteer work, illustrating the willingness of the Libyan people to participate in the social and political transition and to break with 42 years of silence and isolation.

Gaddafi's effort to build a government without the state had a devastating impact on civil society. In the absence of state, civil society cannot exist. This view developed by many academics was ironically shared by Gaddafi himself, who said in a televised address to the General People's Congress that "the idea of a civil society is a bourgeois culture and an imitation of the West that has no place here. In the West, a distinction is made between an official governmental society and a civil society (made up of) non-governmental institutions, while in Libya society is entirely civil". This denial of the existence of the state and civil society was accompanied by coercive regulation, governed by the law 19 of 2003. Although the formal creation of associations was not prohibited, the emergence of civil society organisations (CSOs) was heavily discouraged and activists were under constant threat. Under the law 71 of 1972, associations engaging in political activity were illegal and article 206 of the penal code imposed death penalty for any person supporting or belonging to "any grouping, organisation or association proscribed by the law".

Since 17 February, the situation in eastern Libya changed radically with the spontaneous emergence of hundreds of NGOs, many led by youth and women, and other groups of individuals operating without registration. Due to the crisis situation, most of these organisations focus on relief activities, but are also eagerly participating in the debate on political transition.

Many are also involved in media and campaigning activities³. At the local level, community organisations and neighbourhood committees (manteqa) have been playing a crucial role in ensuring basic social cohesion and delivery of social services.

However, capacities are extremely low and expectations are high. An immediate support to the Libyan civil society is required to sustain the momentum initiated in Benghazi. Several needs assessments, seminars and meetings with Libyan and European CSOs and NTC relevant units during the Commission mission to Benghazi have shown that the priority needs are the following:

- access to information (internet, technical documentation),
- strategic planning (defining a mission and long term objectives),
- capacity-building (administrative and financial capacities, project design and management),
- access to sustainable sources of funding, as most of CSOs currently rely on private donations from local communities and the diaspora,
- understanding of local, national (in the future) and international funding mechanisms. The presence of international NGOs is very well perceived but also frustrating as many organisations are complaining they did not receive any kind of support so far.
- Improving the co-ordination mechanisms and the co-operation between CSOs at the local, national and international level. In particular, there is a strong appetite from local activists and authorities to develop linkages with Europe and to benefit from European experiences.
- Creating a legal framework for CSOs and developing an effective interaction with the NTC and the public authorities.

Thanks to the ongoing co-operation in the field of humanitarian and social relief with international and local CSOs, a good level of information has been acquired on the local organisations that have emerged in Benghazi. However, as the situation evolves, further analysis will be required for a better understanding of local actors and dynamics, especially outside Benghazi.

2.2. Lessons learnt

Due to the specificity of Libya under Gaddafi rule, there is no previous experience from the EU or from other international organisations in the field of civil society as it was literally non-existent before February 17th. Therefore this action is built on the experience gained by the actors already present on the ground, as well as best practices in other post-conflict areas. Experience and contacts established on the

³ As a typical NGO example from Benghazi, the NGO Attawasul, founded in February 2011, is involved in several relief activities and is issuing two magazines (Interfathat Al-Ahrar, a weekly youth newspaper in Arabic and in English, REVO, a magazine prepared by teenagers) and soon a third magazine for women and families. This association has also its own studio for recording radio broadcast.

ground have shown that, in the Libyan context, creating trust over the long term with local partners will be essential for the success of any project.

The rapidly evolving situation and the most recent developments in Eastern Libya are an indication that any new project launched in the short run should allow room for flexibility in order to remain efficient and relevant.

2.3. Complementary actions

Alongside this project, technical assistance will be provided to the relevant institutions (Ministry of Culture and Civil Society, Ministry of Social Affairs and Women Affairs, Local Councils...) to enable them to set up a conducive environment for the civil society in line democratic principles and rule of law. The co-ordination between the two actions will be part of each project activities.

So far, the only international organisations actively involved with capacity-building of Libyan civil society are "Agence d'Aide à la Coopération Technique et au Développement" (ACTED), "Cooperazione E Sviluppo" (CESVI), Mercy Corps and the Humanitarian Forum, which is more oriented towards youth organisations. ACTED, CESVI and Mercy Corps are currently implementing a joint EU funded project conducted from offices in Benghazi, Misrata and, since September, Tripoli. Following a Linking Relief to Rehabilitation and Development (LRRD) approach, this action is designed in complementarity with relief activities co-ordinated by the organisations mentioned above and will allow to build upon the best practices gained during the emergency relief phase.

Mercy Corps is also currently designing a similar intervention on support to civil society and capacity-building of NGOs. A close co-ordination with Mercy Corps current and future activities will be ensured via the Civil Society Working Group: in particular, the possibility of joining resources for the establishment of NGO Resource Centres is currently being explored.

Finally, a close co-ordination will have to be ensured with the training and capacity-building activities to be implemented by Common Purpose, financed under the Instrument for Stability, as well as with other relevant activities to be implemented under the European Instrument for Democracy and Human Rights.

2.4. Donor co-ordination

A Civil Society Working Group has been established in Benghazi in July 2011 by the Protection Cluster led by the United Nations High Commissioner for Refugees (UNHCR). This working group aims at co-ordinating the activities, building synergies, exchanging information and optimising the existing financial and human resources.

Regarding EU initiatives, one of the objectives of the action is to play a key role in co-ordinating and ensuring the participation of Libyan civil society organisations in other EU initiatives, including ENPI regional programme, EU thematic instruments and other initiatives by EU Member States.

3. DESCRIPTION

3.1. Objectives

The **overall objective** of the action is to support the emergence of an inclusive and sustainable civil society and local governance which will act as a catalyst for stabilisation in Libya.

The **specific objectives** are:

- to strengthen national CSOs through the set-up of CSOs resource centres and the provision of capacity-building and small grants, in order to support civil society participation in post-crisis transition and stabilisation;
- to promote best practices in participatory local governance through the implementation of three pilot local planning projects, including assessment and mapping of socio-economic and other basic datasets;
- to promote regional co-operation and facilitate linkages with regional and EU CSOs.

3.2. Expected results and main activities

The action is designed around three core elements: (a) acting as an accelerator of change for consolidating a positive role of civil society in Libya; (b) at all levels, creating linkages between Libyan civil society, relevant government authorities, and EU institutions; (c) allowing flexibility and adaptability to the rapidly evolving situation.

The implementation of the action will start with a two months inception phase, which will aim at re-assessing the action's strategy and the stakeholders' analysis, as well as conducting preliminary activities laid out in the initial project proposal. Based on this assessment, adjustments and a final work plan, as well as an exit strategy agreed with all stakeholders, will be presented to the EU in a detailed inception report.

Result 1: The access of CSOs to relevant information and basic services is provided through the setting of CSOs Resource Centres.

Main activities under result1 will include:

- Establishment of three CSO Resource Centres (RCs) in Benghazi, Misrata, and Tripoli;
- Operationalisation of the RCs;
- Promotion and strengthening of regional/sectoral CSO coalitions.

Result 2: The operational capacity of targeted CSOs is strengthened through capacity-building and pilot project implementation.

Main activities under result 2 will include:

- Information campaign and detailed training needs assessment targeting CSOs;

- Training of Trainers, basic training modules for CSOs, CSO manual;
- Sub-grants to CSOs (up to 10 CSOs will be selected through a competitive process).

Result 3: The decision making capacity of targeted local authorities and non-state actors (NSA) on local planning is improved through the joint development of Local Development Plans.

Main activities under result 3 will include:

- Collection and processing of basic socio economic information for local use;
- Formation of Local Advisory planning committees in 3 target areas (Benghazi, Misrata, Tripoli) and possibly also the southern region;
- Finalisation and endorsement of Local Development Plans in the target areas, and dissemination of best practices.

Result 4: Partnerships and exchanges between CSOs and institutions from Libya and the EU are promoted and facilitated.

Main activities under result 4 will include:

- Participation in conferences/fairs organised in Libya and the region;
- Organisation of exposure visits in the region and in the EU for CSOs and possibly NTC representatives;
- Facilitation of partnerships and interactions between Libyan and regional/EU CSOs and institutions.

3.3. Risks and assumptions

After the revolution, it is possible that many CSOs will disappear, but the individuals already involved will have a key role in building a civil society in Libya. Hence any action in this sector should be considered as a long term investment.

Given the unpredictable political context, it is possible that parts of Libya will not be accessible during the implementation of the action. Activities in some areas may need to be restricted or revised according to the security situation and procedures, as may be the areas targeted by the action. Constitutional and democratic transition process might cause delays related to the emergence of an enabling regulatory framework.

Changes in structure and composition of transitional authorities are also likely. In this case, the action will redirect related activities to relevant authorities. Provided that the authorities, central or local, are not willing to co-operate (unlikely), activities will be redirected towards more support to CSOs.

At the start of the implementation, a two months inception phase will play a crucial role to adapt and update the work plan, the time schedule, the geographical coverage, as well as the overall strategy to the rapidly evolving context of Libya.

3.4. Crosscutting Issues

Since February 2011, women have been playing a leading role in the emergence of CSOs. The most organised and skilled CSOs registered today in Benghazi are women organisations. The youth is also playing a key role in the emergence and staffing of CSOs, contrasting with a society dominated by traditional power-bases. By further supporting the emergence of CSOs in Libya, the action will impact gender issues, women and youth participation in civil society and local governance.

Environmental issues and support to vulnerable and disabled people will also be promoted via the support to new CSOs engaging in fields where very few organisations existed before the revolution.

3.5. Stakeholders

The objectives and activities of the action were identified and designed in close consultation with the following key Libyan stakeholders:

Libyan coalitions drive the main existing initiatives related to civil society. In particular, the Libyan Coalition of NGOs (60 members as of July 2011) and the Union of NGOs (around 100 members as of July 2011) are providing capacity-building and technical support to their members. ACTED, CESVI and other international NGO actors have supported a number of initiatives by national CSOs, often in partnership with national NGO coalitions, such as the Libyan Coalition of NGOs. These coalitions will play a key role in activities under heading "result 1 and 2".

A few prominent Libyan organisations are becoming influential in the discussions on the future of Libyan CSOs. For example, the Libyan Red Crescent, the Libyan Boy Scouts and the NGO Attawasul may be involved as partners for activities under heading "result 2".

ACTED and CESVI are already operating in Libya since March 2011, and have established field offices in Benghazi and Misrata. As implementing partner, ACTED will be responsible for the overall co-ordination and supervision of activities.

People In Need, which has already conducted two assessment missions to Benghazi, will bring a very relevant experience in working with authorities in the context of Czech democratic transition. International NGOs People in Need (PIN) will provide technical support for activities under results 2, and will play a leading role for activities under heading "result 4".

4. IMPLEMENTATION ISSUES

4.1. Method of implementation

The programme will be implemented via direct centralised management through the signature of a grant contract with ACTED. This organisation has been chosen for its proven record to work in the fields of civil society and local governance in post-conflict areas.

Moreover, ACTED is present in key parts of Libya since early March 2011 and has been conducting humanitarian relief actions and small-scale support to civil society through contracts with the Commission. Many contacts already established with local NGOs and co-ordination groups. ACTED is present in key areas of the country, including offices and operations in Tripoli, Benghazi and Misrata. ACTED has been and continues conducting research on the Libyan CSO landscape, extending its linkages with Eastern-based Libyan NGOs with those in and around Misrata and Tripoli.

A grant contract with ACTED will be signed based on the standard model published on the Commission website. ACTED will be responsible for the overall co-ordination and implementation of the action, and will establish a Memorandum of Understanding with other International NGOs such as People in Need (PIN) and CESVI, within the frame of the “Alliance 2015” network, for the conduction of specific components of the action.

4.2. Procurement and grant award procedures

The centrally managed contracts will follow EU procedures and be awarded and implemented in accordance with the procedures and standard documents laid down and published by the European Commission for the implementation of external operations, in force at the time of launch of the procedure in question.

Participation in the award of contracts for the present action shall be open to all natural and legal persons covered by Regulation (EC) No 1638/2006 – European Neighbourhood and Partnership Instrument.

The nature of the actions to be implemented, the reigning crisis situation in Libya and the recognised experience and established presence of ACTED in liberated parts of Libya make them the most suitable contractor to carry out the action.

Trust relation established by ACTED with key Libyan NGOs as well as with the Public Engagement Unit of the NTC, in charge of relations with the civil society.

Therefore, the programme will be implemented through a grant contract directly awarded to ACTED on the basis of Art168.1.a) et 168.2 of the implementing rules of the Financial Regulation.

The grant contract will allow for subgranting with local NGOs to implement specific components of the project in the limit of Article 184 bis 2) of the implementing rules and in compliance with Article 120 of the Financial Regulation. Acted will follow as well the guidelines and best practices for subgranting.

4.3. Indicative budget and calendar

The action will be financed by the EU with a contribution of EUR 3.1 million, covering 100% of the programme budget. The indicative breakdown of the budget is as follows:

Category	EU contribution (in EUR)
Grant contract with ACTED	3,100,000
TOTAL	3,100,000

The programme will have an indicative duration of 24 months following the signature of the grant contract.

4.4. Performance monitoring

The project will be regularly monitored by the EU headquarters in Brussels, or should the situation allow it, the EU Delegation in Libya. Result Oriented Monitoring (ROM) could be carried out by the Commission. Monitoring indicators and sources of verification will be developed during the inception phase, included as part of the inception report and applied throughout the implementation of the project. Monitoring reports will provide the base for corrective measures and will be followed upon by the team.

4.5. Evaluation and audit

If deemed necessary, an external evaluation could be carried out by independent consultants recruited directly by the Commission, in accordance with EU rules and procedures and in line with specifically established terms of reference. These evaluations and audits will be funded from other sources than the project budget.

The Commission reserves the right to carry out verification missions, in agreement with the grant contract it will sign with ACTED.

4.6. Communication and visibility

All visibility activities will be implemented in accordance with the “EU visibility guidelines for external actions”.