



# LIBYA LOCAL GOVERNANCE AND CIVIL SOCIETY (TAQARIB) YEAR I IMPLEMENTATION PLAN

This publication was produced by the Libya Local Governance and Civil Society (Ta qarib) Activity under Contract No. 72067019CA00001 at the request of the United States Agency for International Development. This document is made possible by the support of the American people through the United States Agency for International Development. Its contents are the sole responsibility of the author or authors and do not necessarily reflect the views of USAID or the U.S. Government.



# LIBYA LOCAL GOVERNANCE AND CIVIL SOCIETY (TAQARIB) YEAR I IMPLEMENTATION PLAN

Program Title: Libya Local Governance and Civil Society (LGCS) / Taqarib

Sponsoring USAID Office: USAID/Libya

Contract Number: 72067019CA00001

Awardee: DAI Global, LLC

Date of Publication: October 2019

Author: Taqarib Team



# CONTENTS

<b>ACRONYMS AND ABBREVIATIONS</b>	<b>III</b>
<b>TAQARIB YEAR I OVERVIEW</b>	<b>I</b>
PROGRAM MANAGEMENT	2
Budget	3
Partnerships and Subgrants	3
Implementation Principles	4
<b>PROGRAM LAUNCH</b>	<b>5</b>
0.1 RAPID MOBILIZATION	5
0.2 CONTEXTUAL ANALYSIS	6
0.3 START-UP DECISION MAKING/CONSULTATIONS	6
0.4 REPORTING TO USAID	7
<b>OBJECTIVE 1: STRENGTHEN THE CAPACITY OF TARGETED MUNICIPAL INSTITUTIONS TO DELIVER SERVICES AND BE MORE RESPONSIVE TO CITIZEN NEEDS</b>	<b>8</b>
1.0 ESTABLISH AND ANCHOR TAQARIB WITH RELEVANT PARTNERS	8
1.1 MUNICIPAL PERFORMANCE INDEX	8
1.2 LOCAL GOVERNMENT PROFESSIONALIZATION	9
1.3 VISIBLE IMPROVEMENT SERVICE PROCESS	10
1.4 PEER-TO-PEER LEARNING AND ALUMNI NETWORK	11
<b>OBJECTIVE 2: BUILD THE CAPACITY OF CITIZENS, CIVIL SOCIETY ORGANIZATIONS, PRIVATE SECTOR ACTORS, AND OTHER FORMAL AND INFORMAL STAKEHOLDERS TO ADVOCATE AND HOLD MUNICIPAL AND RELATED NATIONAL-LEVEL INSTITUTIONS ACCOUNTABLE TO DELIVERING ON THEIR MANDATES</b>	<b>13</b>
2.1 ORGANIZATIONAL PERFORMANCE INDEX	13
2.2 YOUTH, MINORITY, AND WOMEN LEADERSHIP TRAINING	13
2.3 CITIZEN PARTICIPATION IN IMPROVED SERVICE DELIVERY	14
2.4 MICRO-RESEARCH AND POLLING	14
2.5 SOCIAL ACCOUNTABILITY TOOLS	15
<b>OBJECTIVE 3: STRENGTHEN NATIONAL AND SUBNATIONAL DECENTRALIZATION POLICIES, SYSTEMS, AND COORDINATION</b>	<b>16</b>
3.1 COMPREHENSIVE LOCAL GOVERNMENT POLICY DIAGNOSTICS AND FUNCTIONAL REVIEWS	16
3.2 SUPPORT NATIONAL STRATEGY MEETINGS ON LOCAL GOVERNANCE ISSUES, LAW 59 IMPLEMENTATION AND REFORMS	17

3.3 IMPLEMENT AND EVALUATE PILOT DECENTRALIZATION SERVICE DELIVERY INITIATIVES	17
3.4 STRENGTHEN CENTRAL-MUNICIPAL COMMUNICATION AND COORDINATION	18
3.5 NATIONAL ADVOCACY PLATFORMS AND CSOS SUPPORT THE LOCAL GOVERNANCE AGENDA	18
<b>OBJECTIVE 4: INFORM PROGRAMMING THROUGH A ROBUST LEARNING AND ANALYSIS AGENDA</b>	<b>20</b>
4.1 QUARTERLY PERCEPTION SURVEYS	20
4.2 QUARTERLY STRATEGY REVIEW SESSIONS	20
4.3 ANNUAL JOURNEY TO SELF RELIANCE STUDY	20
4.3 WEB-BASED KNOWLEDGE-MANAGEMENT AND LEARNING PLATFORM	20
<b>ANNEX I: ORGANIZATIONAL CHART</b>	<b>22</b>
<b>ANNEX II: WORK PLAN GANTT CHARTS</b>	<b>23</b>
LIBYA TAQARIB ACTIVITY/YEAR I IMPLEMENTATION PLAN/PROGRAM LAUNCH	23
LIBYA TAQARIB ACTIVITY/YEAR I IMPLEMENTATION PLAN/OBJECTIVE 1	24
LIBYA TAQARIB ACTIVITY/YEAR I IMPLEMENTATION PLAN/OBJECTIVE 2	25
LIBYA TAQARIB ACTIVITY/YEAR I IMPLEMENTATION PLAN/OBJECTIVE 3	27
LIBYA TAQARIB ACTIVITY/YEAR I IMPLEMENTATION PLAN/OBJECTIVE 4	28

## TABLES

Table 1: Key Lines of Effort, Outputs, and Results in Year I (July 8, 2019–September 30, 2020).....	1
Table 2: Monitoring Approaches and Tools.....	21

## ACRONYMS AND ABBREVIATIONS

C4C	Champions for Change
COP	Chief of Party
CSO	civil society organization
DCOP	Deputy Chief of Party
EOI	expression of interest
IRI	International Republican Institute
IT	information technology
LGHC	Local Governance High Commission
LPFM	Libya Public Financial Management Activity
MC	municipal council
MEL	monitoring, evaluation, and learning
MoLG	Ministry of Local Government
MPI	Municipal Performance Index
OPI	Organizational Performance Index
PEA	political economy analysis
PM	Project Manager
RFA	request for applications
SOP	standard operating procedure
STA	Senior Technical Advisor
Taqarib	Local Governance and Civil Society Activity
UN	United Nations
USAID	United States Agency for International Development
VIS	Visible Improvement Service
WEON	Women’s Elected Officials Network





## TAQARIB YEAR I OVERVIEW

DAI's implementation of the Local Governance and Civil Society (henceforward: Taqarib) Activity, in partnership with the International Republican Institute (IRI) and Altai Consulting, will support the foundation of a more unified Libyan state by prioritizing local-level activities that foster stability and accountable governance while reinforcing positive linkages among the national government, subnational government administration, and citizens.

TABLE 1: KEY LINES OF EFFORT, OUTPUTS, AND RESULTS IN YEAR I  
(JULY 8, 2019–SEPTEMBER 30, 2020)

YEAR I KEY INTERVENTIONS	YEAR I KEY OUTPUTS	YEAR I KEY OUTCOMES
<b>OBJECTIVE 1: Strengthen the capacity of targeted municipal institutions to deliver services and be more responsive to citizen needs</b>		
1.0. Establish and Anchor Taqarib  1.1. Municipal Performance Index (MPI)  1.2. Local Government Professionalization  1.3 Visible Improvement Service (VIS) Process  1.4 Peer-to-Peer Learning and Alumni Network	<ul style="list-style-type: none"> <li>• # of non-binding implementation agreements with municipal bodies</li> <li>• # of national and regional project launch events</li> <li>• # of municipal service priorities identified (linked to 2.3)</li> <li>• # of baseline MPI assessments implemented</li> <li>• # of service delivery improvement initiatives designed and implemented (inclusive of government, civil society, and private sector parties)</li> <li>• # of municipal actors benefitting from Local Government Professional Development Program</li> <li>• # of multistakeholder meetings, town halls, or similar events held</li> <li>• # of peer-to-peer professional capacity transfers/shadowing exchanges</li> </ul>	<ul style="list-style-type: none"> <li>• Increased technical skills of municipal actors</li> <li>• Improved service delivery (functions TBD on case-by-case basis)</li> <li>• Routinized (sustained) implementation of service delivery improvement initiatives</li> <li>• Increased public participation in municipal deliberations and decision making</li> <li>• Sustainable mechanisms for professional skills development and intercity collaboration established that continue beyond Taqarib</li> </ul>
<b>OBJECTIVE 2: Build the capacity of citizens, civil society organizations (CSOs), private sector actors, and other formal and informal stakeholders to advocate and hold municipal and related national-level institutions accountable to delivering on their mandates</b>		
2.1 Organizational Performance Index (OPI)  2.2 Youth, Minority, and Women Leadership Training  2.3 Citizen Participation in Improved Service Delivery  2.4 Micro-Research and Polling  2.5 Social Accountability Tools  2.6 Network and Coalition Building	<ul style="list-style-type: none"> <li>• # of OPI assessments conducted with partner municipality CSOs and private sector actors engaged in service-related advocacy, oversight, or implementation</li> <li>• # of participants in the Champions 4 Change (C4C) leadership program</li> <li>• # of municipality-specific public perception polls on priority services</li> <li>• # of citizen-led service prioritization, planning, implementation, or oversight initiatives launched</li> <li>• Review of existing social accountability tools</li> <li>• # of issue-based coalitions supported by grants</li> </ul>	<ul style="list-style-type: none"> <li>• Increased capacity and performance of local partner organizations</li> <li>• Expanded USAID local partner base</li> <li>• Youth, minorities, and women play active role in municipal governance</li> <li>• Local partners can collaborate, aggregate citizen concerns, articulate priorities, develop advocacy plans, and implement activities</li> <li>• Local partners conduct analyses and public opinion research to inform decision making and policy dialogues</li> </ul>
<b>OBJECTIVE 3: Strengthen national and subnational decentralization policies, systems, and coordination</b>		
3.1 Comprehensive Local Government Policy Diagnostics and Functional Reviews  3.2 Support National Strategy	<ul style="list-style-type: none"> <li>• # of public policies introduced, adopted, repealed, changed, or implemented consistent with citizen input</li> <li>• # of multistakeholder dialogues among</li> </ul>	<ul style="list-style-type: none"> <li>• Improved capacity of policy makers to diagnose policy weaknesses, regulatory gaps, and inefficiencies related to decentralizing service delivery functions</li> </ul>

YEAR I KEY INTERVENTIONS	YEAR I KEY OUTPUTS	YEAR I KEY OUTCOMES
Meetings on Local Governance  3.3 Implement and Evaluate Pilot Decentralization Service Delivery Initiatives  3.4 Strengthen Central-Municipal Communication and Coordination  3.5 National Advocacy Platforms and CSOs Support the Local Governance Agenda	national stakeholders regarding decentralization <ul style="list-style-type: none"> <li>• # of pilot decentralization initiatives identified, implemented, and evaluated</li> <li>• # of decentralized business processes mapped and analyzed</li> <li>• # of standard operating procedures (SOPs) implemented that govern vertical communication between MoLG and municipalities</li> <li>• # of SOPs implemented governing the transfer of authorities from central to local levels</li> <li>• # of decentralization national advocacy initiatives supported by Taqarib</li> </ul>	<ul style="list-style-type: none"> <li>• Evaluations of decentralization pilots inform changes in policy related to service delivery</li> <li>• Processes for decentralizing functions, including terms for administration, finances, and human resources, formalized</li> <li>• Processes for communication and coordination of decentralization efforts between municipalities and the Ministry of Local Government (MoLG) standardized</li> <li>• National-level CSOs and associations successfully apply tools and resources, polling data, research, and social accountability tools to advance the subnational governance agenda at the national level</li> </ul>

---

### TAQARIB THEORY OF CHANGE

*IF* municipal institutions visibly improve the delivery and responsiveness of services (Objective 1) and coherence of national and subnational government policy, systems, and coordination (Objective 3);

*AND IF* Libyan men and women are empowered with the skills and capability to influence government action and hold the government accountable (Objective 2),

*THEN* citizen trust and confidence in their government will improve,

*THEREBY* promoting stability and peace and strengthening the foundations of a more unified Libyan state (Taqarib's Purpose).

---

### PROGRAM MANAGEMENT

DAI Global, LLC, is solely responsible for achieving the intended results under this award. DAI retains final accountability for financial and administrative management, overseeing the work of Libyan and international subawardees, monitoring project performance, and managing all formal and informal reporting to USAID.

The logic of Taqarib's subaward framework is to—in the service of all project components and objectives—holistically combine the many substantial assets, capabilities, and relationships that DAI, IRI, and Altai have built in Libya since the revolution. This will translate into all three organizations adopting a one-team approach in setting and achieving project objectives under DAI's overarching leadership.

For purely administrative matters involving project employees (benefits, payroll, etc.), DAI, IRI, and Altai will maintain separate accountability to the staff we employ. The design and execution of these administrative policies will happen in close consultation and coordination in order to ensure as much consistency across the project as possible. In all other matters relating to project implementation, we refer to the project's organizational chart [Annex I] for the designation of management accountability and authority, regardless of employment status. The Taqarib technical approach is founded on the principles of flexibility, adaptability, and understanding of the political economy of Libya. In Year 1, Taqarib will work within each of 15 partner municipalities to tailor support based on its unique makeup and challenges, constantly re-assessing progress and constraints and adapting interventions accordingly.

In its first year, Taqarib will implement with reference to existing legal frameworks, including Law 59 and Executive Order 130, identifying pilot opportunities to activate dormant functions, incorporate community-driven solutions, and build an evidence base for prospective policy reforms. We will use all of these as foundations for future scaling.

Taqarib's complexity-aware monitoring, evaluation, and learning (MEL) agenda will support constant learning through the life of the project as Taqarib initiates support to an initial cohort of five to seven municipalities selected with USAID and the Ministry of Local Government before expanding to 10–15 municipalities before the end of Year 1. Continuous political economy analysis (PEA) and a robust MEL agenda will enable Taqarib to rapidly make informed course shifts responding to changing circumstances on the ground.

## **BUDGET**

Implementation on Taqarib in Year 1 is budgeted at [REDACTED]. In Year 1, DAI anticipates directly utilizing [REDACTED]. IRI anticipates spending up to [REDACTED] of its subgrant from DAI, and Altai anticipates spending up to [REDACTED] of its subcontract.

## **PARTNERSHIPS AND SUBGRANTS**

DAI intends to issue 20–25 subawards to Libyan organizations in Year 1, accounting for an estimated [REDACTED]. Additional direct support to Libyan organizations through technical assistance and procurement support will total [REDACTED] ensuring that Taqarib stays on track in Year 1 to ensure that 20 percent of resources directly benefit local entities over the life of the project.

Taqarib will collaborate closely with USAID in identifying potential subgrantees and will seek approval from USAID in making awards. In striking partnerships and making subawards, Taqarib will place special emphasis on identifying organizations that have not yet worked with USAID and may possess less technical capacity, but will also represent community voices that are new or different from those that have prevailed until now. In this way, Taqarib will grow USAID's local partner base in Libya among the categories of local CSOs, public service volunteers, businesses and private sector actors, chambers of commerce, universities, tribal elders, Mokhtar Mahallas, and media groups. Where it is advantageous in achieving and sustaining project goals, Taqarib will form partnerships that do not rely on subgrants to succeed. Elsewhere, Taqarib will substantiate these relationships with technical and/or material assistance and collaboration in the implementation and monitoring of activities. The Taqarib subgrants will target four areas of activity: 1) rapid-response grants, 2) annual request for application (RFA) windows, 3) annual challenge competitions, and 4) prizes for extraordinary service to community. Rapid-response grants will enable Taqarib to deliver just-in-time support in response to opportunities and crises; RFA windows, challenge competitions, and prizes will be used to encourage and support innovative service-delivery solutions. Taqarib will develop an internal web-based project management and learning platform to track the minimum 20 percent of project funds used for local benefit and will share access to the platform with USAID.

Although Taqarib will be using a variety of methods to partner with Libyans and Libyan organizations over the life of the project, the use of subgrants to achieve the intended results is key. Taqarib intends to issue [REDACTED] in subgrants to Libyan organizations over four years. Several activities under Objectives 1, 2, and 3 explicitly use subawards to achieve results. Taqarib will tailor its process of issuing subawards based on the purpose, eligible recipients, expected capacity of the subgrantee, geographic location, and value of the subgrant.

Taqarib intends to use a variety of solicitations and processes to meet competition requirements without disadvantaging the nascent CSOs this project is intended to promote. These processes may include RFAs, annual program statements, limited competitions, co-creation processes, set-aside provisions for traditionally marginalized groups, follow-on awards, and, where justified and documented, sole-source awards. Solicitations may be advertised through newspapers, websites, radio, social media, or other means best suited to reach eligible applicants. Selection criteria will be set in conjunction with the design of solicitations. Taqarib may engage Libyan stakeholder counterparts from MoLG, municipal governments, or other bodies to review applications as appropriate.

Taqarib will mirror USAID’s Risk Appetite Statement (June 2018) as it seeks innovative and ambitious solutions from a variety of partners using a variety of approaches. All subawardees will benefit from an OPI assessment (Activity 2.1) at the start of the subgrant.

## IMPLEMENTATION PRINCIPLES

**Geographic Focus:** Taqarib and USAID will make collaborative decisions on geographic selection based on a weighted and wholistic analysis of security, population (impact), service-delivery need, strategic importance (critical infrastructure, conflict drivers, etc.), political balance, ethnic balance, and local innovation. Taqarib will eventually implement directly in 30 municipalities across Libya and will indirectly support remaining municipalities via partnerships with MoLG and civic groups tied to municipal governance. In the first quarter of implementation, Taqarib will select an initial group of 5-7 municipalities in coordination with USAID. In collaboration with USAID and Libyan counterparts, Taqarib will expand to a total of 15 partner municipalities in Year 1.

**Neutrality:** A core mandate of Taqarib—to achieve a more peaceful, unified state—depends on the project’s ability to implement in all parts of the country. Nationwide implementation, in turn, is predicated on the project’s ability to maintain a neutral political profile in all aspects of its work. Taqarib will therefore seek to preserve its neutrality by 1) communicating and operating on the principle that all municipalities can become eligible for assistance; 2) ensuring an equitable distribution of partner municipalities across all regions, demographics, and political loyalties; 3) ensuring that all partners have access to the same quality and varieties of assistance; and 4) communicating transparently with Libyan authorities about where the project will operate.

**Appreciative Enquiry:** More than an “if it ain’t broke, don’t fix it” approach, Taqarib will actively seek out the most creative and effective examples of individuals, organizations, or whole communities solving municipal service-delivery challenges. These examples will function as essential kernels of knowledge about the Libyan service-delivery context at the local level, as platforms for scaling good solutions, as test-cases for policy reforms, and as insurance supporting the long-term sustainability of project interventions (if a solution already exists somewhere in the Libyan context, in other words, it is more likely to successfully root itself elsewhere, and/or at greater scale). Appreciative enquiry is not an assessment. It is a process of observation, interrogation, and analysis that all project staff—and partner organizations—will undertake as a daily responsibility, constantly growing the project’s “inventory” of innovative and practicable solutions.

**Journey to Self-Reliance:** To promote sustainability and self-reliance, Taqarib will seek cost-share from municipalities, CSOs, the private sector, and the national government, signifying their commitment to activity outcomes. Municipal capacity development and performance improvement will include five support levels: structured training and workshops; coaching and mentorship in learn-by-doing

environments; peer-to-peer learning; competitive subgrants to enable practical application of skills; and evidence-based piloting of short-term, high-impact municipal service initiatives. Taqarib will undertake these activities in order to develop processes and skills that are relevant to specific service-delivery challenges. The project will track improvements in municipal service-delivery performance over time, using tools such as MPI and OPI. The Taqarib MEL plan will directly align with Journey to Self-Reliance capacity and commitment indicators, such as those measured by the V-Dem dataset and World Justice Project.

**Close Coordination with USAID:** Taqarib will collaborate closely with USAID, other USAID programs, other donor activities, and Libyan Government actors at the national, municipal, and sub-municipal (mahalla) levels. Taqarib will hold weekly phone calls with USAID to provide updates on major activities, seek guidance regarding problems encountered, and offer solutions. Taqarib will host quarterly strategy review sessions to formally review project strategy, learn from experience, and adapt programming. Taqarib will participate in the GIZ-chaired multidonor working group on local governance. Taqarib will also coordinate with the international cooperation focal point in the MoLG to ensure alignment with government objectives, with an eye to having MoLG chair the donor working group.

## PROGRAM LAUNCH

### 0.1 RAPID MOBILIZATION

Taqarib submitted a Rapid Mobilization Plan to USAID 15 days after the award was signed in July 2019. The Rapid Mobilization Plan provided information on how Taqarib would mobilize personnel and resources to begin operations in Tunis, Tripoli, and other locations inside Libya.

The three primary objectives for rapid mobilization over the first 90 days of implementation are to 1) facilitate a safe and rapid start-up that allows the Taqarib technical team to begin work immediately; 2) update proposal-stage operating assumptions and adjust as needed (for example, to take into account shifting political and conflict dynamics in the country); and 3) understand the current security context and make decisions accordingly. Throughout start-up, DAI will maintain communication with USAID to discuss progress, address potential roadblocks, and strengthen the shared understanding of USAID priorities and expectations.

In July, Taqarib deployed a **start-up team** to the field and began formally hiring **key personnel** and **non-key personnel**. The three key personnel positions—Chief of Party (COP), Deputy Chief of Party (DCOP), and MEL Director—were filled in July and August 2019. Initial staffing of all other necessary positions for Year 1 will be completed in October.

DAI conducted a rigorous **security assessment** in Libya in March 2019 to identify neighborhoods for the permanent project office, including Ben Ashour and Nofleen, as well as suitable accommodations for third-country national staff and visiting short-term expatriates when permitted by the U.S. Government. Taqarib developed a preliminary security protocol for operating in Libya prior to award that will effectively manage risks to keep project staff and beneficiaries safe despite the volatile operating environment. Starting in late July, DAI's Global Security team will conduct a fresh assessment in Tripoli that informs the overall operational start-up.

DAI is registered in Tunisia and has obtained temporary registration in Libya. DAI will obtain permanent **registration status** in Libya by the end of September. IRI is registered to operate in Libya.

Taqarib will **establish project offices** in four locations in Year 1. Taqarib established its representational office in Tunis in July 2019 and will open its Tripoli office in August. Information technology (IT) and other **supplies and equipment** will be procured for both offices before set-up is complete in September 2019. Taqarib will mobilize short-term technical advisors to support local IT procurement for the Tripoli office because international shipment of IT equipment to Libya from DAI's home office is not possible. A systems specialist will set up DAI's **Technical and Administrative Management Information System** remotely for Taqarib purposes, with further customization occurring once office IT infrastructure is in place.

Upon consultation with USAID, Taqarib will establish regional offices in the East and the South in Year 1. Taqarib plans to establish the East Libya office by early November, and to establish the South Libya office by early February. Given the fluid nature of the current conflict, Taqarib will revisit these plans as needed with its security team and in close coordination and communication with USAID.

## 0.2 CONTEXTUAL ANALYSIS

Taqarib will undertake a series of contextual analyses to complement existing information streams and/or assessments that are already available to the U.S. Mission in Libya. For each of these analyses, further described below, Taqarib will focus its inquiry on the *service-delivery consequences or antecedents* that apply to each context.

Taqarib will design and deploy a simplified **conflict analysis** based on USAID's Conflict Assessment Framework that will assess power and conflict dynamics relating to Taqarib intervention areas by October 2019 following the selection of the initial five to seven partner municipalities. Taqarib will update the conflict analysis annually and regularly refresh its findings at quarterly strategy review sessions (Activity 4.2). Taqarib will ensure that do-no-harm analysis is included in each activity's design.

Concurrently, Taqarib will review the **PEA** on local governance commissioned by USAID and expand and update it as necessary for Taqarib's purposes by the end of October 2019. The PEA will be updated annually and supplemented with ad hoc PEAs.

Taqarib will also conduct a **social inclusion assessment** by the end of October 2019 to shape its strategy, ensuring that all proposed activities facilitate participation and avoid excluding groups. The social inclusion assessment will also be updated on an annual basis.

## 0.3 START-UP DECISION MAKING/CONSULTATIONS

The **post-award kick-off meeting** was conducted in July, with a follow-up technical kick-off meeting held later that month.

In September 2019, Taqarib will consult closely with USAID and MoLG on the **selection of an initial 5-7 municipalities**. An additional nine partner municipalities will be selected in January 2020 by Taqarib, USAID, and MoLG, for a total of 15 partner municipalities engaged in the project during Year 1.

Additionally, Taqarib, USAID, and MoLG will finalize the 15 partner municipalities beginning participation in Year 2 of the project by May 2020 to allow for timely launch of activities at the start of Year 2.

#### **0.4 REPORTING TO USAID**

Taqarib is committed to timely and accurate reporting to USAID on project activities, finances, and context. Section A.11 “Reporting and Evaluation” of the cooperative agreement provides the framework for **weekly, monthly, quarterly, and annual reports** required under this program. In Year 1, Taqarib will consult with USAID on the format of each report to ensure that they contain information that is most useful to USAID.

# OBJECTIVE I: STRENGTHEN THE CAPACITY OF TARGETED MUNICIPAL INSTITUTIONS TO DELIVER SERVICES AND BE MORE RESPONSIVE TO CITIZEN NEEDS

## I.0 ESTABLISH AND ANCHOR TAQARIB WITH RELEVANT PARTNERS

This activity represents the bridge between start-up and implementation. Once the work plan is approved, Taqarib will initiate relationships with an initial five to seven partner municipalities, selected in consultation with USAID, by the end of October 2019. Concurrent with technical activities outlined below, Taqarib will develop non-binding memoranda of implementation with partner municipalities to structure the relationship and interventions to come. By February 2020, Taqarib will expand its partnerships to include a minimum of 15 municipalities.

By March 2020, Taqarib will also plan and execute a “national” launch event in Tripoli, to include partner municipalities and relevant stakeholders from government, civil society, and the international community. Recognizing the challenging political situation and geography of Libya, Taqarib may complement this larger-scale event with a pair of subtle, low-key “launch” events in the regional offices in Benghazi and Sabha.

## I.1 MUNICIPAL PERFORMANCE INDEX

By 30 September 2019, Taqarib will **develop a Municipal Performance Index** tool that will enable MoLG and partner municipalities to evaluate municipal government performance in service delivery, while simultaneously serving as a project management tool to direct Taqarib municipality-specific service-delivery improvement strategies, the adaptive execution of those strategies, and MEL efforts. For each municipality where the project engages, Taqarib will customize the MPI using a series of consultations with national and local government entities, CSOs, and the private sector. The MPI will measure municipal performance in service delivery, as well as local economic development, financial management, municipality operations, and citizen/municipality interaction. The MPI combines objective assessment of core functions of local government with measurement of citizen satisfaction to provide a holistic view of municipal performance.

Taqarib’s MPI customization process will incorporate service-specific, industry-standard indicators related to the service areas or sectors that the project will target each year. It will 1) provide municipal-level stakeholders (municipalities, municipal-level line ministry representatives, municipal councils [MCs], and mayors) and MoLG with objective baseline, mid-term, and end-line measurements of service-delivery capacity and performance; 2) inform tailored improvement strategies; and 3) serve as a measurement tool for municipal stakeholders and MoLG to track changes in municipal performance over time. Where municipal development plans exist, Taqarib will also use the MPI tool to directly engage with and improve plan execution.

Taqarib will work with the initial five to seven partner municipalities to **conduct the initial MPI** by the end of October 2019. MPIs for the second cohort of partner municipalities will take place in February 2020, for a total of 15 completed by the end of Year 1. Taqarib will also be interested in comparative



measures of program impact over time. With this in mind, the project may seek to deploy the MPI tool in municipalities where the project will not work, if, while doing so, the project can reasonably manage the assistance expectations of those municipalities.

To build Libyan ownership of the methodology, Taqarib will collaboratively design and deploy the index to establish the baseline and conduct it annually in partnership with MoLG's Department of Municipalities, and the Women's Elected Officials Network (WEON). In Year 1, other organizations will participate in the MPI assessment as observers only. During succeeding years, Taqarib will work with partners to build sustainable capabilities for implementing MPI assessments on their own.

Once Taqarib, MoLG, and USAID finalize selection of the 15 to 20 partner municipalities for Year 2, Taqarib will begin customizing the MPI instrument for those municipalities in Year 1 so that they can be conducted at the start of Year 2.

## **I.2 LOCAL GOVERNMENT PROFESSIONALIZATION**

In Year 1, Taqarib will develop and deploy a Local Government Professionalization program open to municipal elected officials, municipal staff, and line ministry staff throughout the country. Program content will be comprehensive, amounting to a full educational curriculum from which individuals can graduate and receive national certification. But the project will structure its institutional partnerships so that we can tailor the engagement to specific service-delivery needs, localize it geographically, and in other ways support demand-driven professional development for municipal authorities and staff. Participants will be better equipped to strengthen the core capacities of partner municipalities, MCs, and other service-delivery institutions in a range of critical municipal government functions (aligned generally with the MPI elements).

Through the end of 2019, Taqarib will **collaborate with a variety of local stakeholders** to deliver the content of this program, including MoLG, the Planning Institute, the Higher Institute for Administration, Local Governance High Commission (LGHC), WEON, the Ministry of Education, individual universities, donors, and implementing partners as appropriate.

The program will feature existing, successful models for municipal service delivery in Libya, and will facilitate exchanges to and from those municipalities credited with developing such models. In the interest of long-term sustainability, Taqarib will **select a Libyan institution**, likely an existing university or the Higher Institute for Administration in Tripoli, as a flagship host for the program and will negotiate a partnership agreement before the end of Year 1.

Topics and content will build on courses developed and deployed under the Libya Elections and Governance Support program by IRI, as well as other USAID programs and international curricula, and will be tailored in response to baseline data collection from the initial MPI. Course topics will likely include 1) participatory planning, 2) budgeting and resourcing, 3) effective management (e.g., for managing citizen feedback, standard operating procedures), and 4) effective methods of oversight.

Taqarib will partner with MoLG and civic organizations focused on municipal government to develop a transparent and **competitive application process** for municipal staff who wish to participate in the program. Taqarib will work closely with WEON to ensure active participation of elected women in the program.

To measure the use/application and impact of technical assistance and training to individuals, Taqarib will conduct **pre/post testing and monitoring** on a quarterly basis.

### **I.3 VISIBLE IMPROVEMENT SERVICE PROCESS**

A centerpiece for the project as a whole, in Year I Taqarib will begin to develop and execute VIS strategies, which focus on delivering real-world, tangible service-delivery outcomes in each of the targeted municipalities.

The process will bring together municipal staff, Mukhtar Mahallas, MCs, municipal-based line ministries, central service providers at the municipal level (e.g., Public Cleaning Services Company), private sector entities, WEON, and the public at large to identify service gaps, discuss options, and ultimately reach accord (in the form of a citizens charter) expressing the community's priorities and expectations of local government.

VIS will strengthen municipalities' management capabilities, improve participation and transparency in municipal deliberations, and ultimately result in the delivery of more and better services. Taqarib will also use VIS, which allows municipal stakeholders to co-design, implement, and monitor solutions to improve priority services, to facilitate municipal collaboration with line ministry representatives.

Taqarib will support the VIS process with each partner municipality in one priority service per year, providing heavy- or light-touch assistance to implement the strategies, depending on the capacity and needs of municipal counterparts.

Throughout Year I, Taqarib will support the roll-out of **participatory planning techniques** in line with MoLG guidance to identify municipal priorities. These community priorities will become the basis for rapid service-area diagnostics. Stated priorities will also constitute the most heavily weighted criteria for selecting which service area will become the focus of assistance in each municipality. Other factors will include the number of potential beneficiaries, technical and political feasibility, benefit to marginalized and vulnerable populations (women, children, ethnic minorities, people with disabilities, displaced people, and the poor), innovation, and potential for scaling. Once begun, the VIS process will continue its emphasis on inclusiveness and participation, lending support to municipal officials in hosting town-hall style meetings that deliver regular citizen feedback.

Based on the results of participatory planning, Taqarib will provide technical assistance to partner municipalities as they conduct **rapid analyses of service gaps** in priority service areas, beginning in December 2019. For example, for solid waste management, the rapid diagnostic may estimate the volume/weight of waste, collection and disposal options, capital equipment requirements, and an operating plan and budget. For the first cohort of 5-7 municipalities, Taqarib will emphasize service areas that represent potential "quick wins," focusing on activities with consensus community buy-in, low budget requirements, unambiguous legal authorities, and other success factors.

Taqarib will help local stakeholders **analyze different service-specific strategies** to address gaps identified in the diagnostic (in coordination with potential decentralization policy pilot decisions under Objective 3). These could include in-house service, outsourcing by tender to the private sector, a public-private partnership, or shared service with other municipalities. On completion, municipal staff and municipal-based line ministries will work together to present the findings at a public hearing to engage

the community in dialogue about opportunities and constraints to service improvements. The mayor will then **present final recommendations** regarding how best to provide the service improvements, including costs and method of financing, to the MC.

Taqarib will partner with the upcoming Libya Public Financial Management (LPFM) activity, if awarded during Year 1, to **collaborate on revenue solutions and deliver capacity building to municipal finance officers**, thereby linking VIS strategies to real-world budgets and sources of funding. Taqarib will help people arrive at realistic expectations for local government by facilitating public hearings on budgets, expenditures, service-delivery priorities, and technical capacities. Upon incorporation of citizen feedback, Taqarib will help municipalities publish final budgets so that citizens can track and hold accountable municipal authorities responsible for delivering services that are known to be both high-priority and funded. When feasible, Taqarib will bring together municipalities and municipal-based line ministries to plan and budget for service-delivery needs that cannot be addressed using MC budgets and revenue sources. Taqarib will also provide technical assistance and coaching to municipalities to identify and evaluate revenue opportunities and public-private partnerships, using a Revenue Generation Action Planning methodology, balancing cost of collection vs. revenue potential and potential for private sector participation.

A **citizen charter**—published by the municipality and publicly displayed (including in minority languages as appropriate)—will be the product of a transparent discussion on the standards that the public can expect (timeframe and quality), remedies available for nonadherence to standards, and the procedures, costs, and charges of a service, as well as the financial, human, and infrastructure resources available to the municipality. Taqarib will train local CSOs, tribal leaders, and municipal staff on jointly developing citizen charters that reflect municipal priorities in the VIS beginning in January 2020. The training will cover the key skills of identifying and including marginalized communities, using clear and simple language in writing the charter, and developing performance metrics to support follow-up monitoring (Objective 2) through citizen scorecards and guide municipal service improvements. Charters will be completed in the initial five to seven partner municipalities by June 2020; the remaining municipalities will publish theirs in Year 2. The result will be better communication, transparency, and accountability regarding services.

Taqarib will work with partner municipalities to identify grant and technical assistance opportunities to support implementation of their VIS plans—e.g., in-kind procurement of goods and services, support for equipment procurement, minor infrastructure rehabilitation, or provision of an embedded technical expert or short-term technical advisor. This task will also involve supporting local CSOs to adaptively participate in **monitoring and oversight** of VIS implementation to promote transparency and accountability. To measure the use/application and impact of technical assistance and training to individuals, Taqarib will conduct pre/post testing and monitoring on a quarterly basis.

## **I.4 PEER-TO-PEER LEARNING AND ALUMNI NETWORK**

Beginning in January and continuing throughout the remainder of Year 1, Taqarib will create opportunities for municipal actors in different cities to share lessons and achievements with one another, learn together in collaborative environments, and, when there is unique and undisputed value, shadow each other during practical exchanges lasting three or four days. Taqarib will select participants based on their successful participation in other project activities, their demonstrated ability to transfer skills to others, and gaps in specific professional skills.

Taqarib will facilitate these peer-to-peer engagements using technology, strategic partnerships with Libyan institutions—including the Planning Institute network, MoLG professional development centers, universities, etc.—and in-kind assistance for exchanges. Taqarib will **promote the use of social media** and other communication platforms, such as Facebook and Viber, to facilitate communication among municipal staff within and between municipalities (including non-partner municipalities) throughout Year I.

Beginning in March 2020, Taqarib will support **alumni networks of local government practitioners**. Should elections continue to take place, some officials will either not run or will fail to win re-election. As an incentive to keep people with practical and institutional knowledge engaged in local governance, Taqarib will work with strategic partners to include local governance alumni among the faculty of established professional development programs. Taqarib also anticipates that groups with special interests or marginalized status (women, for example) will be especially interested in contributing their experience and lessons learned to fresh cohorts of like-minded authorities. Taqarib will help develop alumni networks (such as that already planned by WEON) with an eye to them serving as consultancy resources that municipalities can access for support in the future.

## **OBJECTIVE 2: BUILD THE CAPACITY OF CITIZENS, CIVIL SOCIETY ORGANIZATIONS, PRIVATE SECTOR ACTORS, AND OTHER FORMAL AND INFORMAL STAKEHOLDERS TO ADVOCATE AND HOLD MUNICIPAL AND RELATED NATIONAL-LEVEL INSTITUTIONS ACCOUNTABLE TO DELIVERING ON THEIR MANDATES**

### **2.1 ORGANIZATIONAL PERFORMANCE INDEX**

Taqarib will draw on USAID’s Human and Institutional Capacity Development Handbook and the OPI to guide capacity development. Taqarib will use its first RFA window to solicit expressions of interest (EOIs) from local organizations that have innovative ideas for increasing citizen participation, engagement in planning, and oversight of local government.

Taqarib will emphasize expansion of the CSO partner base by prioritizing emerging groups with new voices and perspectives. We will mitigate the risk of low implementation capacity by directly assisting and mentoring these CSOs as they undertake relatively complex assessment, planning, advocacy, and oversight tasks. Where appropriate, we will also invest in credible and firmly established organizations that have a track record in promoting citizen participation in local governance, and pair them with emergent groups so that they engage in peer-to-peer learning and mentoring.

The organizations with the highest-rated EOIs from each partner municipality will work with Taqarib to conduct a rapid OPI assessment that will form the baseline for Taqarib capacity-building support, including the most appropriate mechanisms for funding subsequent grants to the organizations. Taqarib will work with each partner to develop a mutual understanding of its performance goals and gaps and of the steps needed to close the gaps, including where Taqarib will provide technical assistance, training, and mentorship. Taqarib will offer a suite of capacity development to partners, customized to their specific needs, including financial management, digital security, business development, strategy, and internal governance. CSOs will need training and practical opportunities to apply skills gained in areas such as participatory planning, research and advocacy, network and coalition building, social accountability tools, and general leadership training, particularly for youth, minorities, and women’s groups. Taqarib will apply the OPI in partnership with selected grantees annually. The result of this intervention will be increased partner technical and financial performance, as well as an expanded partner base for USAID to advance Taqarib objectives. To measure the use/application and impact of technical assistance and training among individuals under Objective 2, Taqarib will conduct pre/post testing and monitoring on a quarterly basis.

### **2.2 YOUTH, MINORITY, AND WOMEN LEADERSHIP TRAINING**

Following a mapping exercise, Taqarib will mobilize Libyan men and women, including youth and minority groups, to participate in a structured Champions for Change program. By December 2019, Taqarib will adapt and deploy DAI’s tested C4C training and mentorship program to build the confidence and skills of emerging leaders to engage with each other and with the government in areas such as vision-setting, advocacy, intercommunal relations, grassroots mobilization, social accountability tools, communication, polling/policy research, citizen responsibilities, and participatory planning and

budgeting. Taqarib will provide mentoring to youth, minority, and female leaders. By January 2020, Taqarib will carry out an assessment to identify specific services offered by target municipalities for these segments—their priority needs, and gaps, and opportunities for programming and engagement. The project will closely monitor consultation and participation of these segments in most activities to ensure that Taqarib is fully embracing a “whole of society” and inclusive approach. Particular attention will be given to individuals with special needs—both as a constituency to participate in leadership development activities, and as a service-delivery “sector.” Taqarib will host national workshops to help diverse communities exchange experiences and ideas and to build a community of practice. Taqarib will build the capacity of at least 10 local leaders (youth, women, minorities, individuals with special needs) in each partner municipality drawn from a broad definition of civil society organizations, including formal CSOs, the business community, tribal structures, academia, grassroots community organizations, and, as appropriate, charitable and religious organizations. This cohort will participate in Taqarib community forums, participatory planning, VIS processes, and social accountability, increasing the representation of marginalized groups in local governance.

Taqarib will award grants to CSOs to follow up with individual leaders, conduct challenge competitions, and award prizes to fund small social action projects that can further promote inclusion in focus municipalities; for example, social action projects could focus on facilitating women’s participation in local governance, using social media to conduct advocacy, or supporting innovative pride campaigns to build municipal identity. By the end of Year 1, Taqarib will mobilize 10 youth, women, individuals with special needs, and minorities per municipality to participate in these initiatives.

### **2.3 CITIZEN PARTICIPATION IN IMPROVED SERVICE DELIVERY**

Taqarib will build demand-side capacity of citizens (CSOs, the private sector, individual activists, journalists, etc.) to participate in local planning and prioritization that will take place in Years 1–2. Taqarib will award grants to and train local CSOs as required to conduct outreach and training for citizens on different approaches to bottom-up needs identification, documentation, consensus building, and advocacy; to conduct awareness-raising regarding upcoming planning events with the municipality; and to encourage citizen participation in the events. As the project advances and municipal service improvement initiatives mature, Taqarib will also support CSOs to engage in accountability and oversight initiatives related to service delivery. Finally, this activity may also engage citizens and CSOs to participate directly in service delivery improvement initiatives, depending on identified priority services and the modalities for improved delivery. Given the level of sophistication and complexity of the type of engagement and commitment required from local partner CSOs, Taqarib will prioritize groups that have a relatively high capacity. The result of this activity will be increased and diverse citizen participation in planning, leading to more responsive plans that reflect citizen priorities.

### **2.4 MICRO-RESEARCH AND POLLING**

Using grants to CSOs beginning in Year 1, Taqarib will conduct small qualitative or quantitative data collection on service delivery and its impact on public perceptions (and vice versa) in partner municipalities. These initiatives will allow CSOs to engage substantively in the VIS process and encourage CSOs to preserve data-collection capabilities and data-driven approaches to advocacy over the long term. Taqarib will conduct workshops for CSOs, giving them the tools to conduct research, bearing in mind that groups that have experience conducting relevant research will be given priority. Taqarib will then solicit grant concepts from the CSOs and award funds to the best-rated. Throughout the process,

Altaf survey experts will provide remote coaching and mentorship to the partner CSOs. The grants will culminate in CSOs presenting their findings to the local MC and conducting follow-up regarding how findings were used by municipal councilors in their work.

## **2.5 SOCIAL ACCOUNTABILITY TOOLS**

Over the life of the project, Taqarib will use multiple social accountability tools so that citizens have the data they need to more effectively engage MCs over how well, or how poorly, the municipality is fulfilling its service-delivery mandate. In Year 1, Taqarib will assemble an inventory of accountability tools that have emerged organically out of their own geographic and/or institutional contexts. We know about existing efforts, for example, at MoLG, the High Council for Local Administration, the High Committee for the Transfer of Local Competencies, embedded in the work of quasi-public companies and among municipalities across the country. The project will conduct a full review of these existing tools, analyzing their effect on efficient and effective service delivery and on institutional legitimacy. The result of this review will be a full analysis of best practices and lessons learned, forming a library of existing, new, or improved tools that the project will scale and deploy, beginning in Year 2.

## **OBJECTIVE 3: STRENGTHEN NATIONAL AND SUBNATIONAL DECENTRALIZATION POLICIES, SYSTEMS, AND COORDINATION**

### **3.1 COMPREHENSIVE LOCAL GOVERNMENT POLICY DIAGNOSTICS AND FUNCTIONAL REVIEWS**

In its approach to policy and policy reform, Taqarib seeks appropriate alignment with promulgated regulations and laws, including, especially, Law 59 and Executive Order 130. The same is true for municipal development plans; Taqarib will align the VIS process so that relevant elements of those plans receive forceful backing. In seeking these alignments, however, Taqarib will always preserve space for the appreciation and, where appropriate, the scaling of innovative solutions, some of which the law may not explicitly prescribe and which therefore may contribute to the evidence base for reform.

As part of its appreciative inquiry approach Taqarib will study—sometimes jointly with the upcoming LPFM project—the policy implications of successful revenue-generation and service-delivery strategies at the local level. In some cases, we expect that national policy will be an enabler of local success, and in other cases an obstacle standing in the way (or sometimes simply standing to the side) of local innovation. Taqarib will use its studies of these implications, incorporated into the VIS process, to supply policy advice in one of two directions. In cases where a successful municipal strategy would hinge on a more informed understanding of “good” national policy (e.g., in the case of a municipal legal office blocking the exercise of local authority because of an incomplete understanding of Executive Order 130), the project will work to disseminate that understanding among targeted audiences at the local level. And in cases where successful municipal strategy would involve, with respect to national law, undertaking extra-legal approaches or authorities, the project will create a policy agenda seeking to achieve specific reforms at the national level. In doing all of this, Taqarib anticipates working closely with MoLG, LGHC, relevant national ministries, and municipalities themselves to conduct policy reviews integral to each VIS intervention. These functional reviews will be a natural point of collaboration between Taqarib and LPFM because decentralization policy decisions must be based on rigorous analysis of public finances, including the marginal benefits that tend to accrue from the expenditure of own-source revenue, versus national allocations. Taqarib will ensure that Activity 3.1 does not duplicate the activities of LPFM, but rather enhances the likelihood of success for both USAID projects. In addition, through participation in regular multidonor for a—specifically the local governance working group—Taqarib will ensure coordination and alignment with other donors including the United Nations (UN) and GIZ.

During Year 1, Taqarib will conduct at least three initial decentralization pilots. These will center on either the local implementation of new national policy with a decentralizing intent, or on experimentation with new approaches, not prescribed by law, which can then form the basis of national policy reform. This activity will result in improved capacity of national and subnational policy makers to diagnose policy weaknesses, regulatory gaps, and inefficiencies related to service delivery, informing changes to laws, bylaws, and regulations. To measure the use/application and impact of technical assistance and training to individuals, Taqarib will conduct pre/post testing and monitoring on a quarterly basis.



Taqarib will submit an updated implementation plan for Activity 3.1 for the Agreement Officer's Representative's separate concurrence once LPFM has been awarded. The updated implementation plan will contain the appropriate milestones and detailed activity description and timeline.

### **3.2 SUPPORT NATIONAL STRATEGY MEETINGS ON LOCAL GOVERNANCE ISSUES, LAW 59 IMPLEMENTATION AND REFORMS**

Taqarib will serve as a platform to facilitate **semi-annual dialogues with national-level stakeholders** including MoLG, Ministry of Planning, Ministry of Finance, national CSOs or advocacy platforms, and select sector line ministries or central service providers to discuss priority initiatives and to showcase independent and project-led service-delivery solutions that offer supporting evidence for the subnational governance agenda. Dialogue sessions will be held in January and June 2020 during Year 1. Taqarib will also work with other USAID programs, the World Bank, GIZ, and others that hold semi-annual (or more frequent) dialogues and conferences.

Taqarib will provide **on-demand policy analysis** from the internal team and through short-term technical assistance to support continued national-level meetings on Law 59 and related local governance issues, including modeling options and costs of different policy decisions, providing comparative examples of laws/regulations from similar countries in the region that have undergone decentralization reforms (such as Morocco), and reviewing draft policies and regulations focusing on implementation/service delivery issues identified as citizen concerns through other project activities.

Taqarib will also work with LGHC—through technical assistance to MoLG—to **identify pilot decentralization initiatives** that Taqarib will support under Activity 3.3. This activity will result in improved coordination among national-level institutions on implementation of Law 59.

### **3.3 IMPLEMENT AND EVALUATE PILOT DECENTRALIZATION SERVICE DELIVERY INITIATIVES**

During start-up and as the project scales into new municipalities, Taqarib will coordinate closely with USAID to conduct a mapping and donor-engagement exercise to understand which decentralization initiatives are being supported by each donor organization and where. Taqarib will use the results of the mapping exercises to identify pilot initiatives that do not duplicate UN and GIZ initiatives. There are multiple opportunities for decentralization pilots that Taqarib can implement in collaboration with MoLG, the identified partner ministry (for example, Public Services Cleaning Company, Ministry of Economy and Industry, and Ministry of Transport), and a pilot municipality. Taqarib will provide **coaching, mentorship, and technical assistance** to stakeholders at the national and local levels to design, implement, monitor, and evaluate the pilots to capture the learning that can then be used to scale into new municipalities or service areas and to inform policy changes at the national level.

Taqarib may also possibly furnish **subgrants, procurement support, or in-kind contributions** for the success of the pilot program.

Taqarib recognizes that this activity is largely prospective in this phase, but one that is intrinsic to Libya's decentralization process. Therefore, Taqarib will carefully **evaluate pilots, capture learning, and disseminate** that learning to government stakeholders in Year 2 to inform policy changes and increase

the ability of government to regulate and deliver services. Additionally, locally executed VIS processes may help determine the locations and service-delivery areas for each pilot.

### **3.4 STRENGTHEN CENTRAL-MUNICIPAL COMMUNICATION AND COORDINATION**

Taqarib will support MoLG to **improve its two-way communication protocols**, processes, and systems to engage effectively with municipalities, and will build municipal capacity to effectively communicate and report up the chain. MoLG is in the process of developing a computerized municipal information system that will contain information about municipalities, including infrastructure, availability of services, existing plans and strategies, and financial information. Taqarib will coordinate with GIZ, which is supporting this activity, to provide complementary support—for example, helping MoLG to **develop and disseminate SOPs** for vertical communications and reporting and then building local municipal capacity to use these SOPs. SOPs may include processes, deadlines, templates, and forms for annual and periodic plans, budgets, financial reporting, support requests, and key performance indicator reporting.

Taqarib will conduct three training workshops for up to five nominated staff of the MoLG’s Department of Municipalities on how to **design and implement communications campaigns**. These workshops will take place in January, April, and July of Year 1, with pre/post testing and monitoring on a quarterly basis. The result of this intervention will be improved processes for central-municipal coordination and communication.

### **3.5 NATIONAL ADVOCACY PLATFORMS AND CSOS SUPPORT THE LOCAL GOVERNANCE AGENDA**

Throughout implementation, Taqarib will utilize its **annual RFA windows** to enable national-level advocacy platforms and CSOs to **submit innovative ideas** regarding national-level advocacy to advance the subnational governance agenda.

With all partner organizations, Taqarib will conduct an **OPI diagnostic** in coordination with activities under Objective 2, and then provide capacity-building, training, and grant support to enable the organizations to **increase their organizational performance**, continue to hold regular meetings, conduct polling and other policy research, and provide platforms for dialogue with stakeholders including the Presidential Council, MoLG, Ministry of Finance, and Ministry of Planning regarding priority decentralization reforms and reforms related to women’s participation in subnational governance. Specific opportunities include:

- Provide grant funding to one or more civic organizations tied to municipal governance to conduct a multipronged advocacy campaign (social media, radio, television, in-person events) regarding the importance of increased financial resources being allocated to municipalities.
- Provide grant funding to WEON to enable it to advocate for policies that create an enabling environment for women to participate in local governance processes, including participatory planning, oversight, and access to services.

- Support the National Economic and Social Development Board to conduct advocacy regarding the importance of linking municipal bottom-up social/economic planning to national-level plans and strategies.
- Provide technical assistance to Libyan think tanks and universities to conduct reviews of draft policies, bylaws, and implementing regulations for Law 59.

Taqarib intends to begin **issuing the subgrants** under this activity in January 2020 and on a rolling basis thereafter. **Performance monitoring** will be conducted on a quarterly basis.

## **OBJECTIVE 4: INFORM PROGRAMMING THROUGH A ROBUST LEARNING AND ANALYSIS AGENDA**

Taqarib will implement a robust learning and analysis agenda that will enable adaptive programming in response to changing conditions, increase the project's ability to seize new opportunities, and provide contextual insights for USAID and policy makers. Taqarib will deploy multiple complexity-aware monitoring methods to guide the agenda, which will ensure that monitoring occurs at the individual intervention, activity, and contextual levels. To measure the use/application and impact of technical assistance and training to individuals, Taqarib will conduct pre/post testing and monitoring on a quarterly basis.

### **4.1 QUARTERLY PERCEPTION SURVEYS**

Taqarib and its partner Altai will conduct **quarterly public perception surveys** in selected municipalities, including municipalities with ongoing Taqarib engagements, municipalities where Taqarib plans to engage in the future, and municipalities where Taqarib may never engage. Doing so will inform project adaptations, provide an important governance tool for municipalities, and establish an evidence base for describing the project's marginal impact over time.

### **4.2 QUARTERLY STRATEGY REVIEW SESSIONS**

Acknowledging that Libya is an extraordinarily complex and fluid environment, Taqarib will set aside time each quarter for the senior management team and other project staff to collaborate with USAID in assessing program performance and in determining whether any adjustments in strategy or execution are warranted. Strategy review sessions will immediately follow the latest release of public perception data, may involve the participation of outside experts, and will benefit from third-party facilitation.

### **4.3 ANNUAL JOURNEY TO SELF RELIANCE STUDY**

Taqarib will conduct a study on Libya's Journey to Self-Reliance indicators in June of each project year, in coordination with appropriate USAID representatives.

### **4.3 WEB-BASED KNOWLEDGE-MANAGEMENT AND LEARNING PLATFORM**

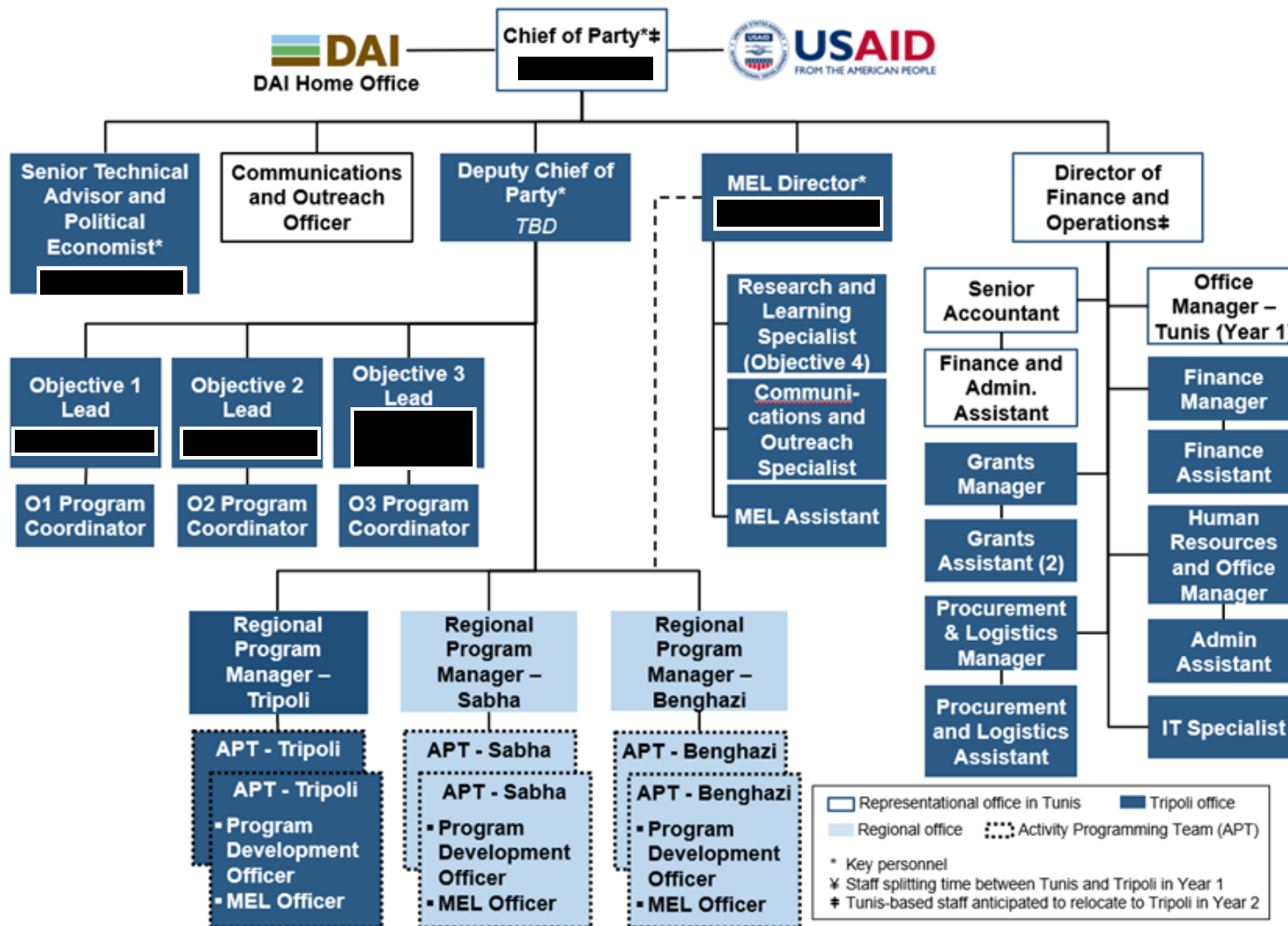
Taqarib will link the project's learning and analysis agenda to a secure web-based learning platform to track MEL data, weekly political reporting, grant progress, and other contextual indicators. The platform will provide USAID with on-demand access to project data, including data visualizations, geo-tagged maps, qualitative research, and quantitative polling data. The platform will integrate Taqarib's continuous PEA, conflict analysis, indicator reporting, and outputs from **quarterly strategic review sessions** in the last month of each quarter and **semi-annual local partner learning workshops** in February and August of each project year to support iterative learning and adjustments. The learning platform will be the primary workflow management tool that Taqarib staff will use in their day-to-day work and will enable iterative project learning because all data at the intervention, activity, and contextual levels will be organized (by municipality) in a central repository that can be searched and accessed on demand to inform Taqarib management meetings, stakeholder engagement, weekly reporting to USAID, and quarterly strategic review sessions. The tool will be a key mechanism that informs programmatic

“feedback loops”—mainly how results are achieved and context on local-level activities fed to senior management working on national policy issues, and visa- ersa.

TABLE 2: MONITORING APPROACHES AND TOOLS

LEVEL	TOOLS AND APPROACHES	USE
Intervention	<ul style="list-style-type: none"> <li>• Output and outcome indicators</li> <li>• Grantee reports</li> <li>• Site visits and geo-tagging</li> <li>• Before and after focus groups</li> </ul>	Will inform real-time adaptation of interventions and types of technical assistance provided to counterparts.
Activity	<ul style="list-style-type: none"> <li>• Annual citizen perception survey</li> <li>• Baseline, mid-line, and end-line assessments for each municipality</li> <li>• MPI and OPI assessments</li> <li>• Legal/policy analysis, including analysis of gaps in decentralization framework and recommendations for improvement including drafting of bylaws and regulations</li> <li>• Partner learning events</li> <li>• Quarterly strategy review sessions</li> <li>• Quarterly research agenda</li> <li>• Annual Journey to Self-Reliance studies</li> </ul>	Will inform annual work-planning processes and revisions to activity-level theories of change. Will identify interventions to re-design, scale, or cancel.
Strategic/ Contextual	<ul style="list-style-type: none"> <li>• Annual and ad hoc PEAs, including stakeholder/network analysis in each municipality</li> <li>• Context indicators (USAID self-reliance indicators [V-Dem], World Justice Project Index, conflict, geopolitics)</li> <li>• Regular and ongoing national- and municipal-level context analysis</li> <li>• Weekly political updates and analyses</li> </ul>	Will inform revisions to macro-level development hypothesis and inform geographic strategy.

# ANNEX I: ORGANIZATIONAL CHART



## ANNEX II: WORK PLAN GANTT CHARTS

### LIBYA TAQARIB ACTIVITY/YEAR I IMPLEMENTATION PLAN/PROGRAM LAUNCH

NO.	ACTIVITY	2019						2020						YEAR 2		
		JUL	AUG	SEP	OCT	NOV	DEC	JAN	FEB	MAR	RAMADAN		JUN	JUL	AUG	SEP
											APR	MAY				
<b>0</b>	<b>PROGRAM LAUNCH &amp; ADMINISTRATION</b>															
<b>0.1</b>	<b>Rapid Mobilization [COP]</b>															
	Mobilize start-up team	•														
	Mobilize key personnel	•	•	•												
	Hire non-key personnel	•	•	•	•											
	Security assessment	•	•	•												
	Legal registration in Libya	•	•	•												
	Establish program offices	•	•	•		•			•							
	Design web-based learning & activity tracking tool		•	•	•											
<b>0.2</b>	<b>Contextual Analysis [Senior Technical Advisor (STA)]</b>															
	Inventory of existing solutions			•	•	•	•	•	•	•	•	•	•	•	•	•
	Conflict analysis / update				•											•
	Political economy analysis / update				•											•
	Social inclusion analysis / update				•											•
<b>0.3</b>	<b>Start-Up Decision-Making / Consultations [COP]</b>															
	Award start-up conferences	•	•													
	Selection of partner municipalities			•				•				•				
<b>0.4</b>	<b>Reporting to USAID</b>															
	Rapid Mobilization Plan [COP]	•														
	Unified Taqarib grants manual [HQ Project Manager (PM)]				•											
	Annual implementation plan [COP]			•								•				
	Monitoring, Evaluation & Learning Plan [MEL]			•								•				
	Weekly political reports [STA]		•	•	•	•	•	•	•	•	•	•	•	•	•	•
	Monthly training & events plans [DCOP]					•	•	•	•	•	•	•	•	•	•	•
	Quarterly Performance Report [MEL]					•		•				•		•		
	Quarterly Financial Report [PM]				•			•			•			•		
	Quarterly Accrual Report [PM]			•				•		•			•			•

## LIBYA TAQARIB ACTIVITY/YEAR I IMPLEMENTATION PLAN/OBJECTIVE I

NO.	ACTIVITY	2019						2020						YEAR 2		
		JUL	AUG	SEP	OCT	NOV	DEC	JAN	FEB	MAR	RAMADAN		JUN	JUL	AUG	SEP
											APR	MAY				
<b>I</b>	<b>OBJECTIVE I [Component I Lead]: Strengthen the capacity of targeted municipal institutions to deliver services and be more responsive to citizen needs</b>															
<b>I.1</b>	<b>Municipal Performance Index</b>															
	Develop MPI tool			•												
	Customize MPI tool for use in selected partner municipalities			•	•			•					•			
	Conduct MPI assessments					•			•					•		
<b>I.2</b>	<b>Local Government Professional Development</b>															
	Stakeholder consultations, buy-in, and agreement on structure			•	•	•	•	•								
	Development of training curricula and materials			•	•	•	•	•								
	Select host institution						•	•								
	Participant selection process					•	•	•								
	Inaugural course															
	Monitor individual progress and results of accreditation program												•			•
<b>I.3</b>	<b>Visible Improvement Service Process (VIS)</b>															
	Participatory planning and dialogue					•	•	•	•	•	•	•	•	•	•	•
	Rapid service diagnostic						•	•	•	•	•	•	•	•	•	•
	Develop and present strategy							•	•	•	•	•	•	•	•	•
	Budget and resourcing							•	•	•	•	•	•	•	•	•
	Develop citizen charter								•	•	•	•	•	•	•	•
	Implement, adapt, and monitor								•	•	•	•	•	•	•	•
<b>I.4</b>	<b>Peer-to-Peer Learning and Alumni Network</b>															
	Municipal staff shadow counterparts in municipalities with greater capacity								•	•	•	•	•	•	•	•
	Promote social media MOOK and other digital platforms					•	•	•	•	•	•	•	•	•	•	•
	Support WEON and LGHC in development of alumni network					•	•	•	•	•	•	•	•	•	•	•



## LIBYA TAQARIB ACTIVITY/YEAR I IMPLEMENTATION PLAN/OBJECTIVE 2

NO.	ACTIVITY	2019						2020					YEAR 2			
		JUL	AUG	SEP	OCT	NOV	DEC	JAN	FEB	MAR	RAMADAN		JUN	JUL	AUG	SEP
											APR	MAY				
<b>2</b>	<b>OBJECTIVE 2 [COMPONENT 2 LEAD]: BUILD THE CAPACITY OF CITIZENS, CIVIL SOCIETY ORGANIZATIONS (CSOS), PRIVATE SECTOR ACTORS, AND OTHER FORMAL AND INFORMAL TO ADVOCATE AND HOLD MUNICIPAL AND RELATED NATIONAL-LEVEL INSTITUTIONS ACCOUNTABLE TO DELIVERING ON THEIR MANDATES</b>															
<b>2.1</b>	<b>Organizational Performance Index</b>															
	Update existing and conduct new CSO mappings in targeted locations					•										
	Announce RFA Window					•										
	Select local organizations							•								
	Draft General OPI				•											
	Customize OPI in targeted locations					•										
	Conduct rapid OPI baseline assessment for local organizations					•										
	Co-design advocacy plans for CSO partners							•	•							
	Provide targeted assistance CSO partners								•	•	•	•	•			
	Sign grant agreements							•								
	Conduct pre/post-testing and monitoring							•	•	•	•	•	•	•	•	•
<b>2.2</b>	<b>Youth, Minority, and Women Leadership Training</b>															
	Conduct rapid assessment of best practices and lessons learned on participation of youth, women and minorities					•										
	Conduct mapping of youth, women, and minorities as community influencers					•										
	Conduct capacity-building and technical assistance needs assessment							•								
	Design training and mentoring program and methodology							•	•	•	•	•	•	•	•	•
	Deliver training and mentoring program								•	•	•	•	•	•	•	•
	Design and develop the community of practice tools and platform								•							
	Design grants program to CSOs									•						
	Select local grantees											•				
	Sign grant agreements											•				
	Conduct pre/post-testing and monitoring											•	•	•	•	•

NO.	ACTIVITY	2019						2020					YEAR 2			
		JUL	AUG	SEP	OCT	NOV	DEC	JAN	FEB	MAR	RAMADAN		JUN	JUL	AUG	SEP
											APR	MAY				
<b>2.3</b>	<b>Citizen Participation in Planning</b>															
	Conduct rapid assessment of formal and informal mechanisms, best practices and lessons learned				•	•										
	Select partner CSOs, private sector players, and individuals						•									
	Design service-delivery advocacy program							•								
	Deliver service-delivery advocacy activities								•	•	•	•	•	•	•	•
	Design grants program to CSOs								•							
	Select local grantees									•						
	Sign grant agreements										•					
	Conduct pre/post-testing and monitoring										•	•	•	•	•	•
<b>2.4</b>	<b>Micro-Research and Polling</b>															
	Select partner CSOs											•				
	Design and deliver data management and advocacy workshop											•	•			
	Solicit grant concepts from participating CSOs													•		
	Select grantees													•		
	Sign grant agreements														•	
	Conduct pre/post-testing and monitoring														•	•
	Provide ongoing technical assistance to grantees														•	•
<b>2.5</b>	<b>Social Accountability Tools</b>															
	Assemble Inventory of Existing Tools/Approaches							•	•	•	•					
	Conduct Analysis of Best Practices and Lessons Learned										•	•	•			
	Adopt, Improve, and Design Tools for Y2 Deployment													•	•	•

## LIBYA TAQARIB ACTIVITY/YEAR I IMPLEMENTATION PLAN/OBJECTIVE 3

NO.	ACTIVITY	2019						2020						YEAR 2		
		JUL	AUG	SEP	OCT	NOV	DEC	JAN	FEB	RAMADAN		MAY	JUN	JUL	AUG	SEP
										MAR	APR					
<b>3</b>	<b>OBJECTIVE 3 [COMPONENT 3 LEAD]: STRENGTHEN NATIONAL AND SUB-NATIONAL DECENTRALIZATION POLICIES, SYSTEMS AND COORDINATION</b>															
<b>3.1</b>	<b>Comprehensive Local Government Policy Diagnostics and Functional Reviews</b>															
<b>3.2</b>	<b>Support National Strategy Meetings on Local Governance Issues, Law 59 Implementation and Reforms</b>															
	Semi-annual dialogues with national-level stakeholders															
	Provide on-demand policy analysis															
	Identification of pilot decentralization initiatives															
<b>3.3</b>	<b>Implement and Evaluate Pilot Decentralization Service Delivery Initiatives</b>															
	Coaching, mentorship, and technical assistance for pilot decentralization activities															
	Subgrants, procurement support, or in-kind assistance for pilot decentralization activities															
	Evaluate pilots, capture learning, and disseminate															
<b>3.4</b>	<b>Strengthen Central-Municipal Communication and Coordination</b>															
	Present MoLG with reformed communication protocols															
	Develop standard operating procedures															
	Trainings on communication protocols															
	Annual conference on municipal performance															
<b>3.5</b>	<b>National Advocacy Platforms and CSOs Support the Local Governance Agenda</b>															
	Release RFA															
	Review EOIs from civil society organizations															
	Rapid OPI assessment															
	Customized capacity development for partners															
	Issue grant agreements															
	Performance monitoring															

## LIBYA TAQARIB ACTIVITY/YEAR I IMPLEMENTATION PLAN/OBJECTIVE 4

NO.	ACTIVITY	2019						2020						YEAR 2		
		JUL	AUG	SEP	OCT	NOV	DEC	JAN	FEB	RAMADAN		MAY	JUN	JUL	AUG	SEP
										MAR	APR					
4	<b>OBJECTIVE 4 [MEL]: INFORM PROGRAMMING THROUGH A ROBUST LEARNING AND ANALYSIS AGENDA</b>															
	Quarterly perception survey					•			•			•			•	
	Quarterly strategy review and workplan update sessions			•			•			•			•			•
	Annual Journey to Self-Reliance study												•			