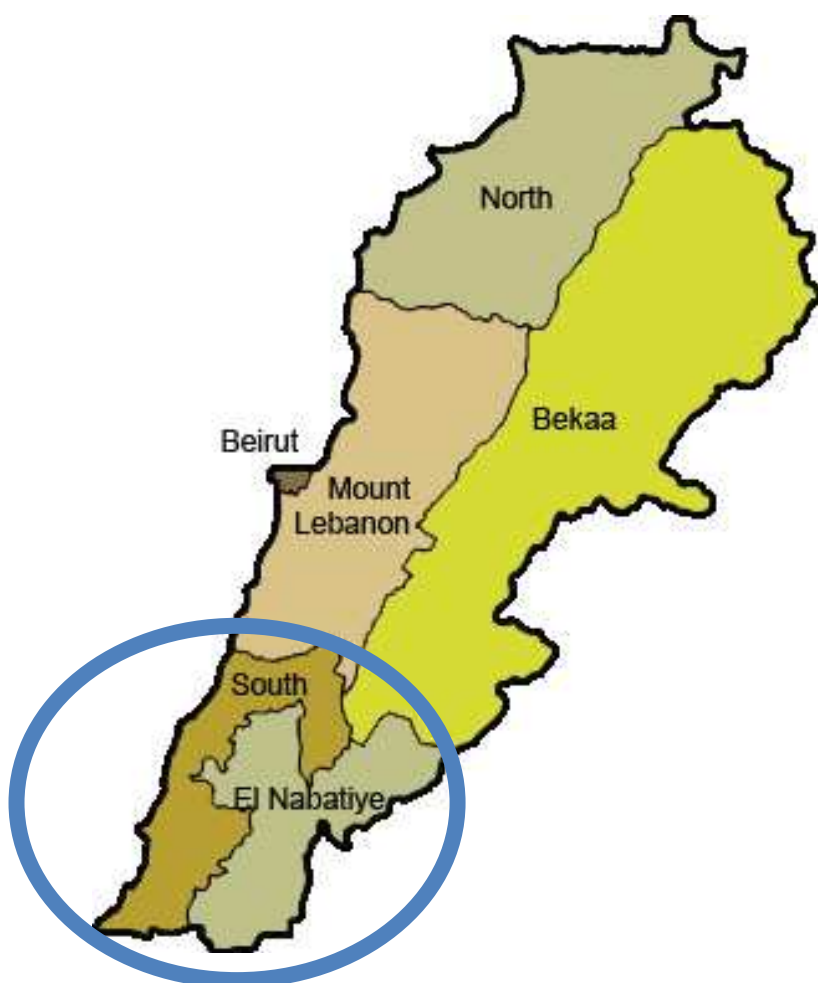




**Independent Final Evaluation**  
**Skills development, employment services and local economic**  
**recovery for the construction sector in South Lebanon**

LEB/07/03M/ITA



**Presented by:**  
**Wolfgang Schwegler-Rohmeis and Khalil Asmar**  
**March/April 2011**

## Content

Acronyms and Abbreviations .....	4
Background Context, and Present Situation of the Project .....	6
Purpose, scope and clients of the evaluation.....	8
Methodology of evaluation.....	8
Main findings and conclusions .....	9
Lessons learned, good practices and recommendations .....	13
Recommendations for the immediate next steps .....	15
General recommendations.....	15
Recommendations on the basic orientation for a possible (up-scaled) second phase project .	15
1. Project background.....	16
1.1 Socio-economic context of the project .....	16
1.2 Objectives of the project .....	18
1.3 Funding, organizational arrangements and aspects of project implementation .....	21
2. Evaluation background .....	22
3. Methodology.....	23
3.1 Document review .....	23
3.2 Team planning meeting, and individual interviews and/or group interviews .....	23
3.3 Field visits and debriefing in the field .....	24
4. Main findings .....	25
4.1 Relevance and design of the project.....	25
4.1.1 Validity of the project design .....	28
4.1.2 Adequacy of the indicators .....	30
4.2 Effectiveness of the project.....	32
4.2.1 Management aspects .....	34
4.2.2 Findings related to the project's monitoring system .....	35
4.2.3 Final aspects of effectiveness.....	37

<b>4.3 Efficiency .....</b>	<b>38</b>
<b>4.4 Impact .....</b>	<b>40</b>
<b>4.4.1 Short notes on consolidation and follow-on activities .....</b>	<b>41</b>
<b>4.5 Sustainability .....</b>	<b>44</b>
<b>4.6 Cross-cutting issues .....</b>	<b>44</b>
<b>4.6.1 Gender aspects .....</b>	<b>45</b>
<b>4.6.2 Aspects of tripartism and social dialogue .....</b>	<b>47</b>
<b>5. Conclusions .....</b>	<b>48</b>
<b>5.1 Lessons learned and good practices .....</b>	<b>49</b>
<b>5.2 Recommendations .....</b>	<b>50</b>
<b>5.2.1 Recommendations for the immediate next steps .....</b>	<b>51</b>
<b>5.2.2 General recommendations .....</b>	<b>51</b>
<b>5.2.3 Recommendations on the basic orientation for an (up-scaled) second phase of the project .....</b>	<b>51</b>
<b>6. Appendices .....</b>	<b>53</b>
<b>Appendix 1: Terms of Reference .....</b>	<b>53</b>
<b>Appendix 2: List of persons or organizations interviewed .....</b>	<b>64</b>
<b>Appendix 3: List of publications cited .....</b>	<b>69</b>
<b>Appendix 4: List of participants attending the debriefing meeting (24<sup>th</sup> of March 2011) .....</b>	<b>71</b>
<b>Appendix 5: Weighting the DAC criteria .....</b>	<b>72</b>
<b>Appendix 6: Inception Report for the evaluation .....</b>	<b>73</b>
<b>Appendix 7: Rainer Külker Result Based Monitoring .....</b>	<b>86</b>

## Acronyms and Abbreviations

<b>ALI</b>	Association of Lebanese Industrialists
<b>BMT</b>	Business Management Training
<b>CBT</b>	Competency-Based Training
<b>CTA</b>	Chief Technical Adviser
<b>DAC</b>	Development Assistance Committee
<b>ECRD</b>	Educational Centre for Research and Development
<b>ETF</b>	European Training Foundation
<b>FDI</b>	Foreign Direct Investment
<b>GCLW</b>	General Confederation of Lebanese Workers
<b>GDP</b>	Gross Domestic Product
<b>GIZ</b>	Deutsche Gesellschaft für Internationale Zusammenarbeit
<b>ILO</b>	International Labour Organization
<b>IPEC</b>	International Programme on the Elimination of Child Labour
<b>IT</b>	Information Technology
<b>KAB</b>	Know About Business
<b>LMS</b>	Labour Market Survey
<b>M&amp;E</b>	Monitoring and Evaluation
<b>MoE</b>	Ministry of Education
<b>MENA</b>	Middle East and North Africa
<b>MIC</b>	Middle-Income Country
<b>MET</b>	Modular Employment-oriented Training
<b>MoL</b>	Ministry of Labour
<b>NEO</b>	National Employment Office
<b>NGO</b>	Non-Governmental Organization

<b>NPC</b>	National Project Coordinator
<b>OECD</b>	Organisation for Economic Co-operation and Development
<b>OJT</b>	On-the-Job Training
<b>OSH</b>	Occupational Safety and Health
<b>PAC</b>	Project Advisory Committee
<b>PES</b>	Public Employment Services
<b>Prodoc</b>	Project Document
<b>RBM</b>	Results-Based Management
<b>ROAS</b>	Regional Office for Arab States
<b>SIYB</b>	Start and Improve Your Business
<b>SAMET</b>	Systems Approach to Modular Education and Training
<b>SDC</b>	Social Development Centre
<b>SME</b>	Small and Medium-sized Enterprise
<b>TNA</b>	Training Needs Assessment
<b>ToR</b>	Terms of References
<b>TVET</b>	Technical Vocational Education and Training
<b>UN</b>	United Nations
<b>UNCT</b>	United Nations Country Team
<b>UNDAF</b>	United Nations Development Assistance Framework
<b>UNDP</b>	United Nations Development Programme
<b>VE</b>	Vocational Education
<b>VT</b>	Vocational Training
<b>VET</b>	Vocational Education and Training
<b>YMCA</b>	Young Men's Christian Association

## Executive Summary

### Background Context, and Present Situation of the Project

Lebanon is a small, high-middle-income country of about 4.2 million people with a large diaspora. Poverty is concentrated in the suburbs of large cities and in remote rural areas.

The Lebanese economy: Lebanon has a free-market economy and a strong laissez-faire commercial tradition. The services and trade sectors – accounting for 60 per cent of the country – receive high capital inflows from abroad (net foreign inflows of services, capital, income and remittances reached 60 per cent of gross domestic product (GDP) in 2009). But, despite that, Lebanon's growth and job-creation performance has been below potential.

The war-related events in 2006 caused significant damage to the Lebanese economy (estimated at US\$3.6 billion in infrastructure damage) with a negative impact on employment. On the other hand, these events and the necessity for urgent reconstruction prompted the Government to develop a new economic programme. Unfortunately, there was a setback with a prolonged political impasse through May 2008, but reconstruction and recovery progressed speedily despite high public debt in the country. So, to date, the political situation seems to be unstable and unpredictable.

There are no clear data on the Lebanese labour market. The labour force in 2007 was around 2 million with a comparable high rate of activity (90.3 per cent) and a low official unemployment rate (9.7 per cent). Lebanon has a high enrolment rate in tertiary education combined with a tradition of labour migration and "brain drain". Along with political instability, a low return to education is a major factor behind the Lebanese brain drain. Fortunately, the Lebanese diaspora transfers a huge amount of remittances back into the country; e.g. in 2008 the remittances had increased to 25 per cent of GDP, making remittances higher than foreign direct investment (FDI) inflows. To sum up, the Evaluation Team may record:

- The country has significant challenges caused by the war-driven follow-up costs, but additionally it has substantial basic deficits related to unstable governmental structures and unproductive investments.
- There is a high influx of remittances from the Lebanese diaspora, which are widely used for the (re-)construction of (private) buildings.
- Although there are no clear labour-market data, it seems there is demand for skilled labour related to a boom in the sector of building and construction, a sector dominated by a relatively unskilled non-Lebanese labour force.

In this context, the project "Skills development, employment services and local economic recovery for the construction sector in South Lebanon" was designed. The project was fully funded by the Italian Government. Seven technical vocational education and training (TVET) schools were selected as the main implementation partners, all located in the south. But, on the other hand, all the back stoppers (specialists from the ILO) and the relevant partners at the central level (e.g. Ministry of Education (MoE), Ministry of Labour (MoL), National Employment Office (NEO), Educational Centre for Research and Development (ECRD), etc.) have their offices in Beirut. Consequently to successfully implement the project and communicate progress, the project was required to be highly mobile between the southern TVET schools and Beirut.

A steering committee – the Project Advisory Committee (PAC) – was established according to specially developed terms of reference (ToR). The PAC held three meetings and was informed about the progress of the implementation process of the project. It was composed of senior representatives from the following institutions:

- Ministry of Labour;
- National Employment Authority;
- Ministry of Education;
- Association of Lebanese Industrialists (ALI);
- General Confederation of Lebanese Workers (CGLW);
- Municipalities or vocational schools (two representatives);
- Italian Development Cooperation (observer status);
- ILO Regional Office for the Arab States;
- Chief Technical Adviser (CTA) of the project (the Secretary of the PAC).

The project was given the following objectives measured by key indicators:

Objective	Description	Key indicators to measure the objective (as introduced by the ToR)
<b>Immediate Objective 1</b>	As an immediate response for meeting the demand for skilled workers in the construction sector, selected training providers (both public and private non-governmental organizations (NGOs)) were to conduct modular employment-oriented short-term skills training programmes through institution-based and mobile training interventions, including “on-the-job training” (OJT) in the occupational area of building and construction.	<ul style="list-style-type: none"> <li>• 85 per cent of trainees successfully concluded their training courses.</li> <li>• 95 per cent of trainees working in jobs for which they were trained.</li> <li>• More than 95 per cent of trainees found a job.</li> </ul>
<b>Immediate Objective 2</b>	An entrepreneurship culture was to be created among the graduate trainees through the provision of Know About Business (KAB) and Business Management Training (BMT) modules in order to contribute towards quick employment.	<ul style="list-style-type: none"> <li>• Number of newly established self-employment income-generating activities following participation in the KAB and BMT modules.</li> <li>• Quantity of equipment/tools allocated to local contractors/micro-enterprises in the construction sector.</li> </ul>
<b>Immediate Objective 3</b>	Establish an active integrated approach coordinated with the local job centres in South Lebanon to utilize their services to provide vocational counselling, guidance and linkages with the labour market.	<ul style="list-style-type: none"> <li>• Was an integrated approach followed to establish linkages between the project, job centres and the envisaged ILO Public Employment Services (PES) project?</li> <li>• Were at least one main job centre and two sub-job centres in South Lebanon strengthened in providing relevant services?</li> </ul>

Due to delays in the recruitment of the CTA, the project started with a substantial delay in October 2008. It was not fully implemented as scheduled because the curricula in the chosen six sub-sectors of building and construction were either out of date or did not already exist. This forced the management team to change the original implementation plan by placing greater emphasis on the development of new curricula. Additionally, the ILO KAB tool was to be included instead of the Start and Improve Your Business (SIYB) tool as had been originally planned (for details, see sections 4.1 and 4.2 below); today, the KAB programme is an integral part of the curricula. Finally, it is important to mention that Immediate Objective 3 could not be implemented as planned because the development of the job centres depended on the implementation of another ILO project that could

not be implemented within the same time frame. The project management team reacted flexibly to these challenges and mastered it in an adequate manner. A rapid assessment on the labour market in South Lebanon and a baseline study were produced during the implementation of the project.

### **Purpose, scope and clients of the evaluation**

The evaluation was conducted during March and April 2011. The purpose of the evaluation is in line with the learning and accountability function of evaluations. This evaluation was tasked to perform the following assessments (for details, see Appendix 1, Terms of Reference):

- Determine if the project has achieved its stated objectives and explain why/why not.
- Identify needs that may not have been addressed or fully met and the reasons why.
- Determine the implementation status of the project; the effectiveness of the project management, the timeliness of project activities, as well as the degree of performance monitoring.
- Assess the project's achievements and synergies in supporting other ILO projects in South Lebanon (i.e. "Local socio-economic recovery and development in war-affected areas in South Lebanon", "Support to public employment services in Lebanon: Strengthening the capacity of the National Employment Authority in the south").
- Determine the impact of the project in terms of sustained improvements achieved and the long-term benefits to target groups.
- Provide recommendations on how to build on the achievements of the project and ensure that it is sustained by the relevant stakeholders; identify results that could be emulated in other projects.
- Document lessons learned success stories and good practice in order to maximize the experience gained. The evaluation should note and take into consideration the project duration, existing resources and the constraints of the political environment.

The evaluation looked at all activities implemented from April 2008 to April 2011. In particular, the evaluation examines the impact of project activities on employment generation within the target groups. The evaluation also examines the impact of the project activities in terms of the overall social and economic recovery of South Lebanon.

### **Methodology of evaluation**

The evaluation of the project was done according to the OECD/DAC criteria of "relevance", "effectiveness", "impact", "efficiency" and "sustainability". Because there were limited resources (time, manpower, etc.) to implement this evaluation, it was agreed to focus strongly on the key performance indicators. However, due to the changes in the orientation of the output and outcomes during the implementation of the project, there was a need to investigate the process-oriented outputs to get a fair assessment of the development of the project. A detailed description of all relevant questions had been placed in the ToR and in the Inception Report when preparing this evaluation mission (see Appendices 1 and 6). The active involvement of the relevant stakeholders in the evaluation process was of the highest importance. Since the intended impact of the project was based on training of people to improve their employability, it was clear that interviews with the actively involved participants were essential. This has to be underlined because the project did not make use of the baseline study to monitor the results of the inputs given by the project.



Consequently, the following methods were conducted during the preparation and execution of the mission:

- Document review.
- Team planning meeting, individual interviews and/or group interviews.
- Field visits and debriefing in the field.

Finally, the Evaluation Team presented its preliminary observations to the constituents and the ILO staff in Beirut on 24 March 2011.

## Main findings and conclusions

The relevance of the project design was given, establishing that building and construction was the right intervention sector. The region (South Lebanon) was adequate because it was hit very hard by the war of 2006 and there were no satisfactory training or employment opportunities offered for the target groups among the low skilled. However, project design was too ambitious, especially taking into account the short duration (about 2.5 years) and the unstable and unstructured political environment in Lebanon. Further, it was not deeply considered that the existing short-term training curricula were out of date and needed to be replaced (almost) completely; in some cases (aluminium, painting and tiling/mosaics), the curricula needed to be produced from first principles. Further, unrealistic (in terms of high success rates in graduation and placement after training) and imprecisely defined indicators made it unnecessarily difficult to manage the project successfully to achieve these objectives.

Moreover, the definition of the target group was, to some extent, too specific. Originally, there had been plans to recruit only young unemployed people (aged 18-25 years). Further, a special quota (for women) and a priority for disabled people needed to be applied. This led to problems in some locations identifying participants, e.g. in some vocational education and training (VET) schools, it was not possible to include women. Additionally, it became clear that the inclusion of the disabled needed specific knowledge and background experience in the schools involved. Also, the definition of “unemployment” was unclear in post-war South Lebanon dominated by precarious employment situations, especially for the target group of low-skilled people. Consequently, the decision was made to use different selection criteria depending on the location (e.g. in some schools, no women were involved; evaluations in other schools included some people who were already employed, but working under precarious conditions). This kind of pragmatic approach to the recruitment criteria led to the courses being filled (sometimes with people already on the job, or working in some capacity in the sector), but another problem occurred: it was now more complicated to establish how to measure correctly the employment effects of the project. If a significant number of trainees had been on the job before starting training (this was about 60 per cent in the first round of training), the direct impact of the training on employment is somehow reduced or limited. Finally, the unsynchronized implementation of the three Objectives (Immediate Objective 3 was never implemented as originally planned with support from existing job centres) caused additional management problems. So, all in all, the **relevance of the project is satisfactory**.

There was a change of paradigm from emergency interventions (short-term training with direct employment effects) to a strategic transition intervention (based on the competency-based training (CBT) and KAB). This changed the system of distribution of project resources from outcome-orientation (graduates, placements, jobs, self-employment, etc.) to a greater output-orientation (participatory development of curricula). This increased the relevance of the project from the regional to the national level. Consequently, the region-focused project managed to actively involve the responsible ministries (MoL/MoE) and relevant national institutions (e.g. Educational Centre for Research and Development -ECRD) in the process of project implementation.

A very positive aspect is the fact that the CTA of the project was permanently in the country where the project is implemented. This made it possible to react flexibly to unexpected challenges and to communicate intensively with the stakeholders and the framework supporters of the ILO (specialists and back stoppers, programme officer, administrative supporters, etc.) and the constituents at the school level as well as the political level. But, of course, the CTA was the right person in the right place.

No strategy for monitoring and evaluation (M&E) was developed, which missed a good opportunity to use the results and the structure of the baseline study for mid-term review, or at least for a systematic check of project effects (e.g. job-placement rate, quality of training, job creation, tracking the graduates after training, etc.). Changes in the formulation of objectives and indicators had not been explicitly reflected in the steering PAC. The reporting system was more-or-less ad hoc at the beginning. Necessary changes of the design (objective indicators) were not communicated to the PAC or to the donor.

It was planned to have a clear outcome orientation in this project. The defined objectives in the Project document (Prodoc) should have been measured by key performance indicators, such as job placement or job creation. During the implementation of the project, it was necessary to change the orientation of the project to an output orientation, i.e. the decision to adopt a flexible approach to the recruitment criteria for participants led to the inclusion of a high number of “employed” people, or the decision to use KAB instead of SIYB transformed the orientation of the project from self-employment to “changing the attitude on self-employment” among the participants. This was reflected in the log frame only within the output indicators. The necessary adaptation of the outcome indicators never happened. Also the ToR for the Evaluation Mission did put a strong focus on outcome indicators rather than output indicators". An assessment implemented too firmly along these outcome indicators would have led to a misleading picture of the results of this project. Although there was this change from an outcome orientation to an output orientation as the means of achieving the Immediate Objectives, the effectiveness of the project is evaluated as good. The project management team reacted adequately to unexpected problems, especially the fact that there were no existing curricula for the implementation of short-term training in the building and construction sector. Outstanding management quality compensated for the design deficits. The management team assessed the situation correctly and decided to change the structural orientation of the project – i.e. to develop completely new curricula – although this decision led to a situation in which a significant part of the limited project resources was now to be used for something that was not included in the original design of the project. Further, the regionally designed project showed effects beyond its agreed scope and actively involved relevant actors from the central level, creating really innovative inputs on the development of curricula for short-term training in Lebanon. **The effectiveness is assessed as very good.**



To measure the project's efficiency, the following overview of project cost structures was developed:

### Overview of Project Cost Structure

Direct costs	USD	Indirect costs	USD	Total cost USD
1. Equipment	279,605	1. Staff	1,116,945	
2. Transport of trainees	199,053	2. Operations		
3. Trainers and school supervisors	382,534	3. Programme support costs	294,515	
4. All others, such as fuel, printing curricula, etc.	313,412	4. Evaluation	338,788	
			25,000	
Subtotal	1,174,604		1,775,248	
<b>Total cost:</b>				<b>\$2,949,854</b>

Generally speaking, the **project used the resources efficiently**, but there are some cases in which the cost-effectiveness is uncertain, e.g. the coverage of all transport costs for the trainees without any incentive system to join the training leaves some doubts as to whether the money was spent efficiently enough. It is impossible to decide if the same results could have been attained with fewer resources because there was no comparable project implemented in the region and the unstable political situation in the country makes any historical point in time unique.

Regarding the project's impact, first should be mentioned the development and introduction of CBT curricula. This is something that would be a benefit for the country at large, not only for the six occupations in the construction sector. Further, the participatory approach was appreciated very much by all interviewed people involved in the curricula development and should be used for other comparable activities. In this regard, the introduction of KAB in Lebanon (as part of the curricula) would also have long-term effects, e.g. improved entrepreneurship awareness among VET schoolteachers, trainees and the new KAB facilitators would establish solid steps forward in the development of entrepreneurship attitudes in Lebanon.

There is no doubt that the project developed the capacity of the VET schools. The training of trainers and active participation of teachers in CBT curricula development has left marks. The skills development (improvement of employability) is assessed as very positive among the interviewed trainees.

Causally linked to the project's interventions, the Evaluation Team identified some proposed changes. At the central level (MoE, ECRD), the implementation of CBT curricula development caused a change of attitudes and capacities. It is planned to use the participatory approach for the development of other curricula and also involve increased expertise from outside the formally responsible institutions (e.g. employers, national and international experts, etc.). Of course, this is not at the stage of an officially recognized tripartite approach, but a first step in the right direction has been supported by the project. At the VET school level, all schools mentioned the relevance of such short-term training and were willing to implement such offers in future if it is financed by the regular budget of the MoE. At the individual level, trainees emphasized their improved skills; some used this advantage to enrich their existing jobs, while others used it for applying for jobs or starting initiatives for self-employment.

In the case of CBT curricula, the national partners (especially the MoE and MoL) are willing and committed to use the output of the project in future. Consequently, at the central level (including the MoE, MoL and NEO), there seems to have been a high sense of ownership developed. At the school level, there is some variation from school to school, but most of the trainers (who are not in all cases school employees) had been satisfied with the CBT process and will use it in future training. Also at the school level (see also section 4.1), the majority of the staff are aware of the advantages of offering new services (in short-term training within the sector of building and construction) for a new group of clients (low-skilled, drop-outs, etc.). But, on the other hand, the “ownership” of the partners at the school level is in some ways limited, e.g. after-training service is seen in many schools as the ILO’s job, and not really relevant for the school. This is, of course, to be assessed within the framework of public VET schools in Lebanon just starting the development of such after-training or education services (tracer studies or alumni systems) in general. The awareness of the benefits of such activities has not yet been deeply developed. All in all, **the entire project’s impact was good, even good enough to support the initiation of a new or an up-scaled project.**

Related to the criterion of **sustainability**, the evaluation identified the following. First, there is and will continue to be capacity development inside the VET schools involved in the project. Second, the CBT curricula are likely to be approved very soon by the MoE, MoL and NEO. Even if these curricula are not approved by the responsible intergovernmental body, the ministries will give way for VET schools to use the curricula and to ask for courses financed by the Government. But it is understood that the Government has limited resources for implementing the approved curricula, especially within the limited finances of the TVET sector.

Also, the follow-on costs for the implementation of the new curricula (new equipment for schools, additional consumables, books, instruction materials, adequate training for the teachers/trainers, etc.) are underestimated. Reflecting the sustainable impact of the project on employment creation, the Evaluation Team found that:

- The way of organizing placements after training was an adequate reaction given the problems within the job centres, which caused a lack of service in guidance, counselling and placement; however, this is not sustainable. The involved employers cannot offer such support in the long run. Here, the Government has to provide input and develop capacities and infrastructure for employment services.
- There are only a small number of additional job placements as an outcome of the project. The employment effects attributable to the training are unclear because a certain proportion of trainees were previously employed and kept the same employment after training. Consequently, the real amount of sustainable job creation is small and not clearly identified.

Consequently the **sustainability is assessed to be at a limited level.**

The discussion above leads to an **overall assessment** along the Development Assistance Committee (DAC) criteria. See the overview table below.

(1) Criterion	(2) Rating for criterion	(3) Weighting for criterion	(4) = (2) x (3) Weighted criterion
Relevance	(3)	2	6
Effectiveness	(1)	2	2
Efficiency	(3)	2	6
Impact	(2)	3	6
Sustainability	(3)	1	3
Total assessment	2.4		2.3

**Average of the weighted criteria 1-5**

If effectiveness, impact or sustainability is accorded a numerical rating of “4” or poorer, the overall rating will be downgraded to “4” even if the average is better than “4”. Under exceptional circumstances, should the sustainability be less important (weighting “1”), the overall rating will not be downgraded.

No, the overall rating is not downgraded

The overall assessment is 2.4. Performing a project-specific weighting of the criteria (for details, see Appendix 5), the final assessment is 2.3. This goes closer to “good” and, consequently, the **assessment of the project on the whole is “good”**.

The main **conclusions** following directly from these findings are as follows:

- If a substantial delay to the start of a project could not be avoided, then the design of the project must be reviewed and adapted. Necessary adaptations shall be reflected and discussed with the steering authorities and the donor.
- Skills development may lead to employment creation, but first of all it is a tool to improve the employability of trainees. Improved employability only increases opportunities for finding employment. Consequently, outcome indicators of projects with skills-development as the focus should not be solely oriented towards employment, but also towards employability (in this case, for example, either the number of graduates passing the examination under the modernized curricula or the increased number of schools using the modernized curricula).
- To increase the sense of ownership, it would be useful – especially in a middle-income country such as Lebanon – to have a direct contribution towards expenses by the Government or organizations representing the Government.
- The selection of the CTA is crucial. Excellent management can compensate for deficits in the original design of a project to a certain extent.

### **Lessons learned, good practices and recommendations**

What are the most important “lessons learned” by experience of the project “Skills development, employment services and local economic recovery for the construction sector in South Lebanon”?

1. From the very beginning, the project indicators shall be measurable (if possible, by quantitative data, otherwise by clearly indicated qualitative methods and sources).
2. Obvious risks for the achievement of (Immediate) Objectives shall be mentioned clearly.
3. Choose realistic indicators only, e.g. placement rates after training at the level of 90 per cent and above are almost impossible to achieve.
4. If there is a need to adapt the project’s design, the objectives, etc., do it and do it in a transparent way. Reflect upon and discuss such adaptations closely with the steering committee.
5. Monitoring and evaluation are resource-consuming inputs for the successful implementation of a project. This must be considered when the number and composition of staff for a project is developed.
6. The lack of follow-on services after vocational training (even after vocational education) is a clear sign that the TVET system in Lebanon needs reform inputs. Interventions like short-term training need to be embedded in a modern TVET system. They should not be an isolated action. Otherwise, such training could be another dead-end street for trainees.
7. Without special follow-up services, it would be difficult to achieve good success rates for (young) women (such activities could include internships or post-training employment placements).

A particularly good practice was the participatory development of the curricula for the short-term training. The active inclusion of practitioners/employers, schoolteachers, and international and national experts was practised for the first time in Lebanon and shall be used in future for comparable activities. Another example of good practice was given in the context of gender equality: in a few schools, and consequently also in the local communities, the awareness of gender aspects was improved, e.g. one school asked a woman who had already successfully finished her vocational education to assist in the recruitment of young women for training courses. This worked perfectly as a “door opener” and illustrates the availability of such opportunities in the south of Lebanon.

The following main recommendations are divided into three parts. There are general recommendations and also recommendations for an up-scaled project. First, recommendations for the immediate next steps are introduced.

#### **Notes on consolidation and follow-on activities**

Before describing below the dimensions of a follow-on or up-scaled version of this project, another phase of the project of about six months to consolidate the achievements would make sense for the following reasons:

- The finalization of the approval of the CBT curricula shall be supported. The national partners are very willing to do so, but of course it would be helpful to give the necessary support to bring the approval procedures to an official end.
- The planning of follow-on activities shall be done carefully and with the aggregated knowledge of the project’s staff as well as the main stakeholders and constituents. This is true for an up-scaled project or for comparable projects in other regions.
- The planning shall be done in the closest partnership with relevant partners (MoL, MoE, employers, trade unions, experts, and other donors). The intermediate phase shall be used to clear up the role of the steering committee.
- The development of a results-based monitoring system (along a baseline study) that shall be used to review the project’s design regularly (e.g. annually) must be drafted.

If there is to be a follow-on project based on the experiences of the evaluation process, the Evaluation Team sees the following elements of the design of such a project as relevant:

##### **Project (micro) level:**

- An improved results-based M&E system.
- Periodical check of the project design, making the necessary adaptations confirmed by donor, partner, etc. (steering committee)
- Clearer and more flexible selection criteria for trainees (e.g. homogeneous classes in age, education, etc.).
- Emphasis on the integration of follow-on services.

##### **Meso level:**

- More orientation on capacity development inside partner institutions (MoL, MoE, NEO, trade unions, employers’ associations, etc.), even harmonization of donor cooperation.
- Aspects of the ILO’s decent work concept shall be included explicitly and reflected within the indicators measuring the achievement of the objectives.

##### **Policy (macro) level:**

- The Lebanese Government shall be asked to provide direct financial project support.
- It shall be investigated whether the project may give support to the development of a national employment strategy or a national TVET strategy.
- In any case, potential partnership with other donors shall be highlighted.

##### **Review of the curricula**

A more effective role of the PAC to be established, especially concerning the progress made towards achieving the project’s outcome. Further, using the composition of the steering committee as a model for tripartite cooperation.



### Recommendations for the immediate next steps

1. The next step is the consolidation of the project's output and outcomes. The following aspects are most relevant:
  - a. The final approval of the CBT curricula shall be supported.
  - b. Depending upon "financial options and political decisions", it is necessary to investigate other regions that may be suitable for a project within the same sector (building and construction). It may also be useful to implement a comparable project in other sectors.
  - c. All planning shall be done in the closest partnership with relevant partners (MoL, MoE, employers, trade unions, experts, and other donors). The intermediate phase shall be used to clear up the role of the steering committee.

### General recommendations

2. Develop a monitoring system that includes :
  - a. Monthly monitoring reports: These reports monitor delivery according to the project's work plan in a timely and cost-effective way.
  - b. Quarterly monitoring reports: These reports deliver activity data that are aggregated, summarized and translated into more general opinions on the project's progress towards its objectives (result indicators).
  - c. Annual or semi-annual monitoring reports: These reports describe progress towards project outputs and outcomes, update stakeholders and advance learning to improve programme design and implementation.
3. The ILO shall replace the log-frame orientation by taking over the impact-based (or result-based) management tools. This shall make it easier for the M&E aspects of project management (e.g. results-based management (RBM) tools) so that one does not get lost in the jungle of activities (e.g. if there are seven or ten schools to be involved in the activities, it is the sole decision of the project management team so long as the outcome – the direct impact – of the project is achieved).

### Recommendations on the basic orientation for a possible (up-scaled) second phase project

4. The Lebanese Government should support a follow-on project more actively:
  - a. During the design phase, the Government should be actively involved.
  - b. The Government should give financial as well as symbolic support, e.g. by subsidizing the training courses directly from the budget of the responsible ministries. This may increase the sustainability of the project.
5. If gender equality is to be better integrated in future projects in Lebanon, it would be necessary to include active engagement of (ILO) gender experts during the design of a project and for the assessment activities. This would make it, for example, easier to adopt more flexible training schedules that would suit women, particularly housewives. Engage in active follow-up on women graduates in order to guarantee internships and job placements. If needed, provide additional incentives for women to enrol in vocational training.

6. The ILO should strengthen cooperation with other donors working in the area of TVET in Lebanon. This would not only avoid duplication of activities but would also identify fields of synergy, e.g. GIZ and the YMCA have a long history of working in the TVET sector in Lebanon.
7. It may also be considered how the experiences of the ILO at the project level – but also in general – may be used to support the development and reform of the TVET system in the country, or even of the introduction of an active labour market policy approach to enlarge the deficient system of employment creation in Lebanon.

## 1. Project background

This section provides a description of the context of the problem and intervention logic of the project.

### 1.1 Socio-economic context of the project

The following relevant background information outlines the economic, political, social, cultural and historical context of Lebanon for a better understanding on the influencing framework of the project. The information is based on World Bank (see WB 2010), World Fact book (see WFB 2011) and other relevant data sources (see Appendix 3).

<b>Overview: Important information on Lebanon</b>	
<b>Total population</b>	
	4,143,101 (July 2011 estimate) Country comparison to the world: 127
<b>Age structure</b>	
	0-14 years: 23 per cent (male 487,930/female 464,678) 15-64 years: 68 per cent (male 1,370,628/female 1,446,173) 65 years and over: 9 per cent (male 173,073/female 200,619) (2011 estimate)
<b>Median age</b>	
	Total: 29.8 years Male: 28.7 years Female: 31 years (2011 estimate)
<b>Population growth rate</b>	
	0.244 per cent (2011 estimate) Country comparison to the world: 176
<b>Urbanization</b>	
	Urban population: 87 per cent of total population (2010) Rate of urbanization: 0.9 per cent annual increase (2010–15 estimate)
<b>Major city / population</b>	
	Beirut (capital) / 1.909 million (2009)
Source: WFB 2011.	

Lebanon is a small, high-middle-income country of about 4.2 million people with a large diaspora. The country has an area of 10,452 km<sup>2</sup>, and an average GDP per capita of around US\$600 per month in 2008. Lebanon is highly urbanized (more than 85 per cent of the population). There are relevant regional disparities: poverty is concentrated in the suburbs of large cities and in remote rural areas (8 per cent of Lebanese households live below the poverty line equivalent to US\$2.4 per person per day in 2005).



The Lebanese economy: Lebanon has a free-market economy and a strong laissez-faire commercial tradition. The services and trade sectors account for 60 per cent of GDP (or even more: the *World Fact book* estimates 79 per cent in 2010) and 73 per cent of jobs. Tourism services and banking are seen as the backbone of the Lebanese economy. The country receives high capital inflows from abroad (net foreign inflows of services, capital, income and remittances reached 60 per cent of GDP in 2009). But despite this, Lebanon's growth and job-creation performance has been below potential because most of these financial resources are consumed or unproductively invested, e.g. the increase in investment has been essentially directed to the real-estate sector (close to 70 per cent of total investments since 1997). The remaining investments go to the metal industries that support the construction sector. But these sectors rely mostly on non-Lebanese labour and have little impact on the employment of Lebanese nationals.

The war-related events in the 2006 caused significant damage to the Lebanese economy (estimated at US\$3.6 billion in infrastructure damage) with a negative impact on employment. On the other hand, these events and the necessity for an urgent reconstruction prompted the Government to develop a new economic programme, which was introduced at the Paris III donor conference in January 2007. Donors responded favourably, and a total of US\$7.6 billion of assistance was agreed. Unfortunately, there was a setback with a prolonged political impasse through May 2008, but reconstruction and recovery progressed speedily despite high public debt in the country. The WFB estimates that Lebanon's debts reached 150.7 per cent of GDP in 2010 and 154.8 per cent of GDP in 2009,<sup>1</sup> making Lebanon number four in a country comparison to the world. The economic growth rates of the country are quite suitable (7.2 per cent in 2010, 6.9 per cent in 2009 and 9.3 per cent in 2008).<sup>2</sup> Inflation decelerated in 2009. Following the parliamentary elections of June 2009, a new National Unity Government was formed in November of that year. But still, to date, the political situation seems to be unstable and unpredictable.



There are no clear data on the Lebanese labour market. The labour force in 2007 was around 2 million with a comparable high rate of activity (90.3 per cent) and a low official unemployment rate (9.7 per cent) (see World Travel Guide, <http://www.emporikitrade.com/uk/countries-trading-profiles/lebanon/labour-market>, accessed 27 August 2011).

<sup>1</sup> Source: WFB 19/03/2011.

<sup>2</sup> Source: WFB 19/03/2011.

Lebanon has a high enrolment rate in tertiary education<sup>3</sup> combined with a tradition of labour migration and brain drain. But human capital is undervalued: gross private returns to education are low. The World Bank estimates 9 per cent for Lebanon against 21 per cent worldwide. Along with political instability, low returns to education are a major factor behind the Lebanese brain drain. Fortunately, the Lebanese diaspora transfers a huge amount of remittances back into the country, e.g. in 2008 the remittances had increased to 25 per cent of GDP, making remittances higher than FDI inflows.

The working conditions are fixed in an outdated labour code (see Chaaban, 2009). There is a legal maximum working week of 48 hours. The retirement age is 64 years for both men and women. Employment contracts are regulated by law, and individual negotiations complement it. Any company with more than 15 employees must send a copy of its rules and regulations to the MoL. There are fixed-term contracts, open-ended contracts and internship contracts governed by the Lebanese legislation established in 1946 and its subsequent amendments.

The minimum wage is at the level of 500,000 Lebanese pounds (about US\$333) per month and the average monthly gross earnings are US\$600 per month.

The social security contributions paid by employers are as follows:

Family allowances: 6 per cent of the monthly salary.

Sickness and maternity: 7 per cent.

Compensation pension: 8.5 per cent.

The social security contributions paid by employees:

Illness and maternity: 2 per cent.

## 1.2 Objectives of the project

The situation described above leads to the following conclusions:

- The country has significant challenges caused by the war-driven follow-up costs, but additionally it has substantial basic deficits related to unstable governmental structures and unproductive investments.
- There is a high influx of remittances from the Lebanese diaspora, which are widely used for the (re-)construction of (private) buildings.
- Although there are no clear labour-market data, it seems there is demand on skilled labour related to a boom in the sector of building and construction, a sector dominated by a relatively unskilled non-Lebanese labour force.

In this context, the project “Skills development, employment services and local economic recovery for the construction sector in South Lebanon” was designed. The project was given the following objectives:

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<sup>3</sup> 54 per cent gross enrolment rate in tertiary education. This is far higher than the 26 and 23 per cent rates registered, respectively, for the MENA region and for middle-income countries (MIC).

<b>Objectives of the project:</b> <b>Skills development, employment services and local economic recovery for the construction sector in South Lebanon</b>			
<b>Objectives</b>	<b>Description of the objective</b>	<b>Key indicators to measure the objective (as introduced by the ToR)</b>	<b>The evaluation examines</b>
<b><i>Development Objective</i></b>	To contribute to employment generation in general and to the social and economic recovery of South Lebanon.		
<b>Immediate Objectives</b>			
<b><i>Immediate Objective 1</i></b>	As an immediate response for meeting the demand for skilled workers in the construction sector, selected training providers (both public and private NGOs) were to conduct modular employment-oriented short-term skills training programmes through institution-based and mobile training interventions, including OJT in the occupational area of building and construction.	<ul style="list-style-type: none"> <li>➤ 85 per cent of trainees successfully concluded their training courses.</li> <li>➤ 95 per cent of trainees working in jobs for which they were trained</li> <li>➤ More than 95 per cent of trainees found a job.</li> </ul>	<ul style="list-style-type: none"> <li>• How effective the project was in helping trainees in finding employment.</li> <li>• Disaggregated across gender and age groups.</li> <li>• The percentage of trainees who found a job in their field of study after finishing their training programme (determine the elapsed time frame before the trainees found employment).</li> <li>• How effective was the project in creating jobs in the six key construction sub-sectors in the building and construction sector, and are there still key areas where the project should concentrate.</li> <li>• As much as possible, the evaluation examines whether the trainees acquired skills corresponding to the job market and employers' needs, and whether there are gaps that should be addressed in the training curricula.</li> </ul>

<b>Objectives</b>	<b>Description of the objective</b>	<b>Key indicators to measure the objective (as introduced by the ToR)</b>	<b>The evaluation examines</b>
<b>Immediate Objective 2:</b>	An entrepreneurship culture was to be created among the graduate trainees through the provision of KAB and BMT modules in order to contribute towards quick employment.	<ul style="list-style-type: none"> <li>• Number of newly established self-employment income-generating activities following participation in the KAB and BMT modules.</li> <li>• Quantity of equipment/tools allocated to local contractors/micro-enterprises in the construction sector.</li> </ul>	<ul style="list-style-type: none"> <li>• How effective the project was in creating businesses after receiving the training modules.</li> <li>• Disaggregated across gender and age groups.</li> <li>• Elapsed time frames after finishing the training programme before trainees established a business or gained employment.</li> <li>• Where possible, the evaluation reports the income level associated with each type of business.</li> </ul>
<b>Immediate Objective 3:</b>	Establish an active integrated approach coordinated with the local job centres in South Lebanon to utilize their services to provide vocational counselling, guidance and linkages with the labour market.	<ul style="list-style-type: none"> <li>• Was an integrated approach followed to establish linkages between the project, job centres and the envisaged ILO PES project?</li> <li>• Were at least one main job centre and two sub-job centres in South Lebanon strengthened in providing relevant services?</li> </ul>	<ul style="list-style-type: none"> <li>• How successful the project was at combining efforts to support other ILO projects in South Lebanon (i.e. "Local socio-economic recovery and development in war-affected areas in South Lebanon", "Support to public employment services in Lebanon: Strengthening the capacity of the National Employment Authority in the South").</li> <li>• The success of the project in helping trainees and jobseekers to find employment through job centres. The evaluation also determines the trainees' and jobseekers' levels of knowledge concerning their rights at work and their responsibilities to employers.</li> <li>• The specific efforts made by the project to involve employers' participation and determine if similar efforts should be replicated in a future phase.</li> </ul>

### 1.3 Funding, organizational arrangements and aspects of project implementation

The project was fully funded by the Italian Government. Due to its geographical location, the project has an office in South Lebanon in the United Nations building in the city of Tyre although the ILO's Regional Office for the Middle East and North Africa (MENA) region is located in Beirut. This made sense because the direct project staff – including the CTA – was required to travel extensively in the southern parts of Lebanon during the implementation of the project. The seven selected TVET schools, as main implementation partners (recruitment of trainees, conducting the training, supporting the development of curricula, etc.), are all located at substantial distances from each other. On the other hand, all the back stoppers (specialists from the ILO in relevant areas such as employment, skills and employability, SMEs, worker specialization, etc.) as well as the ILO Regional Programme services, including the programme officer plus administrative staff, and the relevant partners at the central level (MoE, MoL, NEO, EDRD, etc.) have their offices in Beirut. Consequently, the project staff was highly mobile and able to communicate project progress and successfully oversee project implementation.

A steering committee (the PAC) was established according to specially developed ToR. The PAC was composed of senior representatives from the following institutions:

- MoL
- National Employment Authority
- MoE
- ALI
- CGLW
- Municipalities or vocational schools (two representatives)
- Italian Development Cooperation (observer status)
- ILO ROAS
- CTA of the project (Secretary of the PAC)

This composition reflected, to a certain extent, the structure of a tripartite body. The PAC held three meetings and was informed about the progress of the implementation process of the project. All interviewed members of the PAC (see details in Appendix 2) were satisfied with the communication with and the information about the project. Beyond that, it is important to mention that several trainers and owners of workshops in the construction sector gave substantial input to the project by supporting the organization and the conduct of the training and offering support to the trainees in terms of internships or even job opportunities.

The project started – after a substantial delay – in October 2008 and, further, during the first seven or eight months the staff and the back-stopping resources were not fully available. The project was not fully implemented as scheduled because the curricula in the chosen six sub-sectors of building and construction<sup>4</sup> were either out of date or did not already exist. This forced the management team to change the original implementation plan by placing greater emphasis on the development of new curricula. This was true for Immediate Objective 1 (skills development and improvement of employability) and Immediate Objective 2 (entrepreneurship culture and employment). The newly developed curricula had been updated with national (i.e. the ECRD) and international (i.e. from Tunisia and the ILO) expertise in terms of content and methodology. Additionally, the ILO tool KAB was to be included instead of the SIYB tool as had been originally planned (for details, see 4.1 and 4.2 below). Today, the KAB programme is an integral part of the curricula. Finally, it is important to mention that Immediate Objective 3 could not be implemented as planned: the necessary cooperation with the job centres was not possible because the development of the job centres

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<sup>4</sup> Electricity, painting, plumbing, aluminium, carpentry and mosaics had been selected due to a rapid labour market assessment by the project (see *Rapid Assessment 2009*).

depended on the implementation of another project sponsored by the Canadian Government, which could not be implemented within the same time frame, and which caused substantial capacity problems for the development of an integrated approach. Again, the management of the project remained flexible and created direct links between the trainees and small enterprises, respectively workshops, in the construction sector organizing internships and support for placements for those trainees who could not find jobs themselves.

A rapid assessment on the labour market in South Lebanon was done at the inception phase to identify the needs of the labour market and give a basis to establish the occupations of the building and construction sector within which the project should make its interventions (for details, see rapid assessment). Further, a baseline study was produced using the sample of all trainees of the first round of training. The baseline study gives a solid overview and would allow pre/post comparison to identify the effects and the impact of the project's interventions.

## 2. Evaluation background

This evaluation was conducted during March and April 2011 by Wolfgang Schwegler-Rohmeis (mission leader) and Khalil Asmar in collaboration with Laetitia Weibel, the responsible ILO evaluation manager. After a preparation phase (7-9 March 2011), a mission followed from 10-25 March 2011. At the end of the mission, a debriefing was held in the form of a workshop presenting the preliminary observations to the main constituents and interviewees. The report was drafted by the Evaluation Team and discussed with the responsible ILO experts. The final report was then delivered to the ILO at the end of April 2011.

The purpose of this evaluation is in line with the learning and accountability functions of evaluations, and is intended to perform the following assessments (for details, see Appendix 1, Terms of Reference):

- Determine if the project has achieved its stated objectives and explain why/why not.
- Identify needs that may not have been addressed or fully met and the reasons why.
- Determine the implementation status of the project; the effectiveness of the project management, the timeliness of project activities, as well as the degree of performance monitoring.
- Assess the project's achievements and synergies in supporting other ILO projects in South Lebanon (i.e. "Local socio-economic recovery and development in war-affected areas in South Lebanon", "Support to public employment services in Lebanon: Strengthening the capacity of the National Employment Authority in the south").
- Determine the impact of the project in terms of sustained improvements achieved, and the long-term benefits to target groups.
- Provide recommendations on how to build on the achievements of the project and ensure that it is sustained by the relevant stakeholders; identify results that could be emulated in other projects.
- Document lessons learned success stories and good practice in order to maximize the experience gained. The evaluation should note and take into consideration the project duration, existing resources and the constraints of the political environment.

The evaluation looked at all activities implemented from April 2008 to April 2011. In particular, the evaluation examines the impact of project activities on employment generation within the target

groups. The evaluation also examines the impact of the project activities in terms of the overall social and economic recovery of South Lebanon.

### 3. Methodology

The evaluation of the project was done according to the OECD/DAC criteria of “relevance”, “effectiveness”, “impact”, “efficiency” and “sustainability”(see details in DAC, 1991; DAC, 2006; DAC, 2010) and is oriented on the relevant ILO requirements (see Evaluation Guide; Formatting Requirements, 2010; Policy Framework, 2005). Because there were limited resources (time, manpower, etc.) to implement this evaluation, it was agreed to focus strongly on the key performance indicators. However, due to the changes in the orientation of the output and outcomes during the implementation of the project, there was a need to investigate the process-oriented outputs to get a fair assessment of the development of the project. A detailed description of all relevant questions had been placed in the ToR and in the Inception Report preparing this evaluation mission (see Appendices 1 and 6). The active involvement of the relevant stakeholders in the evaluation process was of the highest importance. Since the intended impact of the project was based on training of people to improve their employability, it was clear that interviews with the actively involved participants were essential. This has to be underlined because the project did not make use of the baseline study to monitor the results of the inputs given by the project.

Consequently, the following methods were conducted during preparation and execution of the mission:

#### 3.1 Document review

The Evaluation Team reviewed project background material (see Appendix 3) before conducting any interviews or trips to the region of South Lebanon:

- Country briefs, national policy documents.
- Project documents.
- Logical framework.
- Work plans.
- ToR.
- Progress reports, especially annual reports.
- Surveys, studies and analytical papers produced by the project, e.g. baseline study, rapid labour market assessment, etc.
- Reports on specific activities, e.g. evaluation of the impact of KAB on the trainees.
- Training tools and service packages used and/or produced.
- Other reports, e.g. labour-market studies by the European Union.

#### 3.2 Team planning meeting, and individual interviews and/or group interviews

At the beginning of the mission there was a briefing with the relevant ILO representatives and the project team in Beirut. The objective of the meeting was to reach a common understanding regarding the status of the project, the priority assessment questions, the available data sources and data collection instruments, and an outline of the final assessment report. Individual or group interviews had been conducted with the following constituents and stakeholders, respectively:

- a) Project staff and project back stoppers from the ILO to establish an overall self-assessment on the project’s progress and constraints.

b) Representatives from the following groups:

- Government staff working closely with the project (especially the MoL and MoE).
- Project Advisory Committee (PAC).
- Representatives of trade unions or other relevant stakeholders, such as NGOs, individual experts who have worked with the project.
- Community group representatives (social development centres (SDCs), municipalities, VET institutions) who may have a well-founded assessment on the impact of the project's activities (e.g. trainees).
- KAB trainers.
- UNDP, getting information on the integration of the project in the UN family's approach in the country.
- Relevant local experts (e.g. selected trainers for the project's activities).

It would have been better to have appointments with additional employers' associations, chambers or other donors (development partners) working in comparable fields of intervention (e.g. GIZ, YMCA, etc.). Due to the limited time of the mission and due to the fact that donor coordination is not deeply developed in Lebanon up to yet such appointments could not be arranged.

### 3.3 Field visits and debriefing in the field

The evaluation mission spent most of the time (for details, see Appendix 2) engaged in on-site visits with the following institutions or bodies:

- Job centres (specifically, staff of job centres in Saida) especially to check the state of affairs related to Immediate Objective 3 of the project (integrated approach/linkage to the labour market). The state of the development of the job centres did not allow the opportunity to talk to job-centre clients, nor to employers or employers' associations working with the job centres (to assess the cooperation with the private sector).
- Contact with other relevant ILO projects (e.g. "Support to public employment services in Lebanon: Strengthening the capacity of the National Employment Authority in the south") to assess the Project's success at building synergies (focus: Immediate Objective 3).
- Visits to training providers (public and private VET centres mandated by the ILO) to see the facilities, to assess the quality of the equipment and the staff of the training providers, and to assess the ILO interventions from the training-provider point of view (focus: Immediate Objective 1).
- PAC members, CRDP representatives and DGVET representatives.

The mission conducted interviews with trainees or former trainees of the training in the construction sector:

- Actual trainees, to see the implementation of such training (focus: Immediate Objective 1).
- People who had been placed (after training), to assess the impact of the training and the support in finding jobs (focus: Immediate Objective 1).
- Employers, to assess the relevance of the training for the real economy (focus: Immediate Objective 1).

Unfortunately, representatives of employers' associations had not been actively involved in the implementation of the project. To an extent, this was due to the special situation of subcontracting in the construction sector of Lebanon. Construction projects are conducted in transparent networks of



subcontracting companies, and it is within the smaller workshops at the very end of these chains that the project's partners are located. That is why practically no umbrella organization was involved.

It was also not possible to organize appointments with other former clients or trainees where such people were having problems, e.g. those who failed to start their own business. This does not cause substantial problems for this evaluation but it would have given a more detailed picture.

Additionally, it was helpful to meet people being supported within the framework of KAB/BMT (focus: Immediate Objective 3):

- Actual trainees, to assess the quality of the input of such interventions.
- People who have had a successful start-up.
- People who are planning their start-up.

Finally, the Evaluation Team presented preliminary observations to the constituents and the ILO staff in Beirut on 24 March 2011. There was a high attendance rate among the interviewed constituents (for details, see Appendix 4). The discussion was fruitful and the great majority expressed their satisfaction with the project and asked for continued activities.

## 4. Main findings

Before discussing the details of the main findings along the DAC criteria, the Evaluation Team presents a tabular overview of the project performance related to the planned objectives (see below). This table shows the gender balance among the participants and the situation at the beginning of the project (first batch of participants). It illustrates that the project produced a good baseline study on aspects such as status of employment (e.g. 62 per cent of men and 35 per cent of women had been employed before training started) and the level of education of the participants. If the project had produced a comparable study at the end of the project, a clearer assessment on the effects, results and the impact of the project would have been possible (e.g. status of employment, salary, effects of job enrichment, etc.).

### 4.1 Relevance and design of the project

Before going into greater detail on the validity of the project design, the Evaluation Team describes below aspects of how the project took into account local efforts, what happened to the stakeholders' ownership of the project, and how the project contributed to national priorities as identified in the United Nations Development Assistance Framework (see UNDAF 2010-2014).

Based on the national reform programme of the Lebanese Government, the United Nations Country Team (UNCT) selected five UNDAF outcomes:

- (i) Democratic governance and institutional development.
- (ii) Socio-economic development and regional disparity reduction.
- (iii) Environmental sustainability.
- (iv) Human rights.
- (v) Gender.

The project "Skills development, employment services and local economic recovery for the construction sector in South Lebanon" fits within the priority goals in terms of gender aspects (promote gender equality and women's participation), especially in the outcomes *technical and institutional capacities* (3.1.1), *awareness, evidence-based advocacy* and *policy dialogue* (3.1.2 and 3.2.1). The project fits even more within the socio-economic development and regional disparities

dimension of the UNDAF programme's results; especially, outcome 4.2 (*improved access to and quality of education ... particularly in underserved areas*) and outcome 4.4 (*improved ... employment opportunities in underserved areas, with specific focus on vulnerable groups*) are both relevant for this project. Of the last-mentioned outcome (4.4), the following sub-outcomes are particularly relevant:

- 4.4.1: "Local capacities and institutional mechanisms for undertaking economic and industrial development initiatives are strengthened".
- 4.4.3: "Labour market intermediation services and vocational training institutions are strengthened to provide more employment-oriented training and services".

**Table 1: Beneficiary sample profile at baseline versus evaluation phase disaggregated by gender**

Beneficiary Profile	Baseline				End-of-Project Evaluation			
	Males		Females		Males		Females	
Mean age $\pm$ standard deviation	26.12 years $\pm$ 12.27		29.68 years $\pm$ 9.72		27.42 years $\pm$ 13.21		31.64 years $\pm$ 9.43	
Marital status								
Single	177	70.8%	14	82.4%	Not available			
Married	71	28.4%	3	17.6%				
Divorced	1	0.4%	0	0.0%				
Widowed	1	0.4%	0	0.0%				
Mean number of dependants $\pm$ standard deviation	4.14 $\pm$ 1.86		5.0 $\pm$ 2.75		Not available			
Highest level of education								
Never attended school	6	2.4%	0	0.0%	Not available			
Primary school	34	13.6%	2	11.8%				
Intermediate school	135	54.0%	4	23.5%				
Secondary school	36	14.4%	2	11.8%				
Technical school	30	12.0%	3	17.6%				
University	9	3.6%	6	35.3%				
Are you currently employed?								
Yes	155	62.0%	6	35.3%	339	71.5%	17	23.0%
No	95	38.0%	11	64.7%	135	28.5%	57	77.0%
Work in construction?								
Yes	64	41.3%	0	0.0%	240	70.8%	1	5.9%
No	91	58.7%	17	100.0%	99	29.2%	16	94.1%
In your job, are you?								
Paid a fixed monthly salary	32	21%	3	50.0%	Not available			
Paid by the day	73	47%	1	16.7%				
Other	50	32%	2	33.3%				
What is your salary scale?								
<300,000 L.L	45	29.0%	0	0.0%	Not available			
300,000 L.L - 499,000 L.L	60	38.7%	4	66.7%				
500,000 L.L - 999,000 L.L	40	25.8%	2	33.3%				
1-2 million L.L	3	1.9%	0	0.0%				
School								
Marjeyoun	27	10.8%	0	0.0%	43	9.1%	0	0.0%
Hasbaya	41	16.4%	0	0.0%	61	12.9%	6	8.1%
Bint Jbeil	36	14.4%	0	0.0%	99	20.9%		0.0%
Nabatieh	48	19.2%	0	0.0%	71	15.0%	13	17.6%
Saida	28	11.2%	0	0.0%	55	11.6%		0.0%
Sarafand	33	13.2%	17	100.0%	72	15.2%	43	58.1%
Tyre	37	14.8%	0	0.0%	73	15.4%	12	16.2%
Course								
Electricity	71	28.4%	0	0.0%	119	25.1%	7	9.5%
Plumbing	59	23.6%	0	0.0%	100	21.1%	0	0.0%
Carpentry	28	11.2%	0	0.0%	66	13.9%	0	0.0%
Mosaic	5	2.0%	12	70.6%	25	5.3%	52	70.3%
Painting	39	15.6%	5	29.4%	74	15.6%	15	20.3%
Aluminium	48	19.2%	0	0.0%	90	19.0%	0	0.0%

It is out of question that the project “Skills development, employment services and local economic recovery for the construction sector in South Lebanon” contributes to the UNDAF programme, especially to UNDAF outcome 4: “By 2014, the socio-economic status of vulnerable groups and their access to sustainable livelihood opportunities and quality basic social services are improved within a coherent policy framework of reduction of regional disparities”.

That is why the answer to the question “how well did the project design take into account local efforts already underway to address socio-economic recovery and make use of existing capacity to address these issues?” has to be answered in the following way:

Although there are no valid and reliable (labour-market) data, the local stakeholders interviewed (such as school directors, SDC directors, trainers, local employers, students, labour market experts, etc.) indicated clearly that the short-term training conducted for low-skilled (young) people filled a gap. Before the training within the framework of the project, there had been no offers for the target group of the low skilled. School directors also gave information that there is an ongoing demand (even concrete lists of potential trainees are accessible) for additional short-term training.

Secondly, there is indeed a kind of “booming economy” within the building and construction sector and a need for the skills offered by the training supported by the project. It seems that the selected sub-sectors (painting, electricity, aluminium, tiling/mosaic, plumbing, and carpentry) had been adequate for the individual needs of the potential students (labour-supply side) as well as the local labour-market demand.

The great majority of the interviewed persons confirmed that this project was adequate for the south of the country and a necessary input to the recovery activities in the region. It was not checked systematically, but the Evaluation Team found information on only one other donor organization offering support to (private) vocational education schools in implementing short-term training to low-skilled people in the south of Lebanon.

Mixed observations must be reported on the item regarding how the stakeholders’ ownership of the project concept and approach developed since the project started. The positive involvement of several employers was easy to identify, e.g. a member of the PAC was very active and deeply involved in supporting the placement of trainees in both organizing internships or assisting in finding paid employment. Other employers or owners of workshops engaged as trainers offered, within their own small enterprises, internship places or – in a few cases – even paid employment.

Further, teachers/trainers of VET schools went beyond the school lessons to become actively involved in the curricula development and some schools offered additional materials for the training not covered financially by the project. On the other hand, some VET schools seemed not to feel that this project was theirs: there are no special after-training services for the trainees. The VET schools did not see it as their responsibility to trace graduates after their training; they saw this to be the ILO’s responsibility only. Another example indicating reduced ownership was observed in one school, which was not ready to support a third round of training because the directors’ and supervisors’ salaries was not covered by the ILO budget.

Two other aspects relating to the relevance of a project are the validity of the project design and the adequacy of the indicators developed to measure the achievement of the project’s objectives; these aspects are discussed in sections 4.1.1 and 4.1.2 below.

#### **4.1.1 Validity of the project design**

Was the intervention logic coherent and realistic? Do outputs causally link to outcomes, which in turn contribute to the broader development objective of the project?

The logic of the design is coherent. Despite the lack of valid and reliable labour-market data in Lebanon, the selected region and sector (building and construction) were adequate. The logic behind

the project was simple but adequate (see also figure 1 below). The improvement of the employability of the trainees (via skills development) led to better opportunities for finding (adequate) employment (Immediate Objective 1). Secondly, the training was enriched in offering information on opportunities for starting a business and, in this way, supported the creation of an entrepreneurship culture via KAB and/or BMT (Immediate Objective 2). This led to options for self-employment for a certain number of the trainees. Further, it was important to establish cooperation with local job centres in South Lebanon to provide services and linkages to the labour market for those trainees who did not find paid employment immediately after training or who were not ready to start self-employment (Immediate Objective 3).

The “logical” outcome of project activities supporting these immediate objectives (improved skills, increased entrepreneurship culture, matching services for transition to the labour market) may be used by the relevant stakeholders (here: VET schools, “small” companies, workshops or even self-employment by the trainees themselves) to reach out for employment.

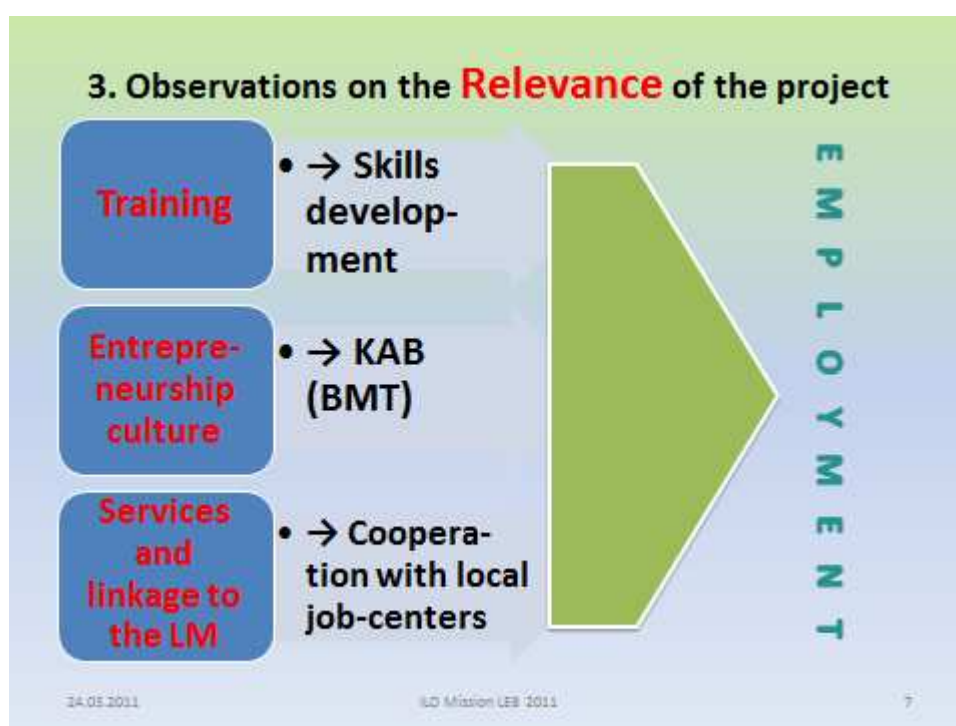


Figure 1: Logical structure of the project's interventions

Since employment is still one of the most important factors in the reduction of (income) poverty and the booming building and construction sector will leave a foundation to be used for the economic recovery of the region, it consequently was to be expected that the project would indirectly support the development objectives (“employment generation in general” and “economic recovery”) settled upon for this project.

Analysis shows whether the objectives of the project were clear, realistic and likely to be achieved within the established time schedule and with the allocated resources,<sup>5</sup> as follows:

The development objective and Immediate Objective 1 (improve employability of trainees through short-term training to increase their opportunities to find employment/regular jobs): both aspects of

<sup>5</sup> The aspect of human resources is discussed below in section 4.2.1 (Management aspects).

this objective were clearly and realistically formulated, but of course the likelihood of their achievement would depend on how the immediate objective is indicated (see below).

The situation is slightly different for Immediate Objective 2 (entrepreneurship culture and employment): this objective was not really clearly formulated. Perhaps because of this, the objective was changed during the project implementation from “support local small enterprises of the construction sector through the provision of business and management training, tools/equipment and access to microfinance and grants” to “an entrepreneurship culture is created among the graduate trainees through the provision of KAB and BMT in order to contribute towards quick employment”. However, even the newly formulated objective is not realistic: e.g. “entrepreneurship culture” is an abstract concept that is not easy to measure. Maybe that is why the assessment of KAB is oriented towards the attitudes of individuals (see KAB, 2011).

Also, Immediate Objective 3 (integrated approach/linkage to the labour market) shows deficits. First, it depends in fact on input from third parties (other ILO projects and other organizations such as job centres), which is outside the influence of the project management team. It was not sufficiently checked whether the job centres had the capacity to offer relevant services to provide vocational counselling, guidance and linkages with the labour market; the risk of delay in developing adequate capacity within these job centres was obvious from the beginning of the project. Second, the term “integrated approach” is not defined but only mentioned as such and mentioned as an objective and an indicator in the Prodoc (see page 6). Finally, there was no mention at the beginning of the project that some aspects of progress relied upon institutions outside the influence of the project management team.

#### 4.1.2 Adequacy of the indicators

Consequently, if there are some deficits in the definition of the objectives, the appropriateness and usefulness of the indicators defined for the project for monitoring and measuring results are of special importance.

The indicators for the development objective (e.g. ten technical schools/training centres equipped, 30 trainers/methodologists trained; 500 persons trained and certified; 30 owners of micro-enterprises in the construction sector trained) have a strong influence on output orientation of the project. This may seem surprising because the key success indicators of the immediate objectives (see immediately below) show an excessive orientation toward outcomes, and some of these indicators do not measure the objective (e.g. improved productivity and market share of SMEs in local economic recovery of the construction sector, or active integration and utilization of PES services) but are objectives themselves.

Immediate Objective 1 (skills development and improvement of employability): there is a very strong focus on employability and employment effects (among the ultimate target beneficiaries, see Prodoc, page 23), while the preconditions for the achievements of these effects (development of adequate competency-based curricula with high-quality standards, respectively capacity development among the direct beneficiaries) were mentioned in the output indicators only. This is why the key success indicators are too ambitious (or unrealistic). Consequently, the project team developed lower indicators for the success rates (e.g. 70 per cent placement rates in the output indicator 3.2 compared to 90 per cent – or even higher – rates expected in the outcome or key success indicators for objective/outcome 1). Even more, the key success indicators were too strongly focused on the ultimate beneficiaries (outcomes) and underestimated the importance of the direct beneficiaries (output indicators). The development of the curricula consumed the main part of the input resources of the project. However, the success factors are oriented toward the outcome factors (placements, self-employment and even job creation). Additionally, the “informal structure” of the building and construction sector in Lebanon – including its system of cascading subcontracting – made it clear that employment (either placement or creation) is a complicated matter. This was all realized by the

project team but (to the knowledge of the Evaluation Team) never officially reflected by the steering committee (the PAC) nor the donor. Consequently, the log frame and especially the output indicators were never adapted to a realistic level.

There are no appropriate indicators for Immediate Objective 2 (entrepreneurship culture and employment). First, the given indicators for this objective are not measurable, e.g. an indicator such as “number of newly established self-employment [activities]” is not enough. A measurable difference such as “the number increased from ... to ...”, or “the rate of self-employment among trainees increased compared to the state at the beginning of the project”, or there may be a suitable way of comparing groups of people with KAB/BMT against those without such training (a control sample). There is not even a clear relationship between the indicator and the objective: why indicate the quantity of equipment allocated – as described as an indicator – when measuring the creation of an entrepreneurship culture? As an example, indicators of increased entrepreneurship are represented by a corresponding increase in the achievement of credits by entrepreneurs. This would suggest a project driven development, because it shows initiative and willingness for concrete risk-taking; in comparison, the allocation of equipment shows only the acceptance of such equipment. Consequently, the project decided to orient on changes of attitudes among the trainees (see KAB 2011). This makes sense because KAB introduces entrepreneurship concepts to the students and gives information on self-employment as an alternative career option.

Finally, within Immediate Objective 3 (integrated approach/linkage to the labour market), no appropriate indicators are given. How should one measure an integrated approach that is part of the definition of the objective? This seems to be a circular argument.

To sum up, the relevance of the project design was established, and building and construction was the right sector for targeted intervention. The region (South Lebanon) was adequate because it was hit very hard by the war of 2006 and there were no adequate training and employment opportunities offered for the target groups of the low skilled. However, the project design was too ambitious, especially taking into account the short duration (about 2.5 years) and the unstable and unstructured political environment in Lebanon. Further, it was not deeply considered that the existing short-term training curricula were out of date and needed to be replaced (almost) completely and, in some cases (aluminium, painting and mosaics), the curricula need to be produced from first principle. Further, unrealistic (in terms of high success rates in graduation and placement after training) and imprecisely defined indicators made it unnecessarily difficult to manage the project successfully to achieve these objectives.

Moreover, the definition of the target group was, to some extent, too specific. Originally, there had been plans to recruit only young unemployed people (aged 18-25 years). Further, a special quota (for women) and a priority for disabled people needed to be applied. This led to problems in some locations identifying participants, e.g. in some VET schools, it was not possible to include women. Additionally, it became clear that the inclusion of the disabled needed specific knowledge and background experience in the schools involved. Also, the definition of “unemployment” was unclear in post-war South Lebanon where precarious employment situations are nothing special, especially for the target group of low-skilled people. Consequently, the decision was made to use different selection criteria depending on the location (e.g. in some schools, no women were involved; evaluations in other schools included some people who were already employed, but working under precarious working conditions). This kind of pragmatic approach to the recruitment criteria led to the courses being filled (sometimes with people already on the job, or working in some capacity in the sector), but another problem occurred: it was now more complicated to establish how to measure correctly the employment effects of the project. If a significant number of trainees had been on the job before starting training (this was about 60 per cent in the first round of training, see table 1 above), the direct impact of the training on employment is somehow reduced or limited. Finally, the unsynchronized implementation of the three Objectives (Immediate Objective 3 was never really

implemented as originally planned with support from existing job centres) caused additional management problems. So, all in all, the relevance of the project is satisfactory.

## 4.2 Effectiveness of the project

Below is an overview of the project's output in terms of total training numbers.<sup>6</sup> A total of 618 persons were trained in cooperation with seven governmental vocational schools.<sup>7</sup> This was much higher than the planned number of 500 trainees. The dropout rate was about 12 per cent (for details, see Progress Report, 2011). Further, between 130 and 140 graduate trainees went through a month-long internship programme brokered at the project's initiative in close cooperation with trainers working as owners of small companies or with the support of managers of medium-sized companies who were active in the project implementation.

**Table 2: Overview of project output**

Trained persons	Total	
	Number	%
<b>Region</b>		
Bint Jbeil	118	19.1
Hasbaya	60	9.7
Marjeyoun	51	8.3
Nabatieh	84	13.6
Saida	55	8.9
Sarafand	150	24.3
Tyre	100	16.2
<b>Training</b>		
Aluminium	97	15.7
Carpentry	68	11.0
Electricity	142	23.0
Mosaic	84	13.6
Painting	126	20.4
Plumbing	101	16.3
<b>Working status*</b>		
Does not like to work	4	<b>0.7</b>
Employed in different sector	66	<b>12.0</b>
Employed in same sector of training	173	<b>31.6</b>
Not employed	85	<b>15.5</b>
Self-employed in different sector of training	50	<b>9.1</b>
Self-employed in sector of training	67	<b>12.2</b>
<i>*Only for first and second batches</i>		

The most important output was the development of the CBT curricula for eight training programmes. It was an absolute necessity to put great emphasis on the development of these eight curricula because the training would otherwise have used out-of-date guidelines or, in some cases (e.g. aluminium), would have had no pedagogical base. The development of the curricula was pioneering work in Lebanon:

1. These were the first CBT curricula in Lebanon (in the field of vocational training).

<sup>6</sup> For gender-specific figures, see section 4.7.1 below.

<sup>7</sup> The estimated effort required to identify competent private providers, combined with the limited duration of the project, resulted in the decision to do without such partners for this project.



2. The content is innovative: this is the first inclusion of entrepreneurial aspects, such as KAB, in vocational training curricula in Lebanon.
3. It is a first in Lebanon to have unified curricula between the MoE and the MoL. This means, for example, that carpenters trained by MoE institutions have the same qualifications as their counterparts trained by MoL institutions.
4. This is the first time in Lebanon that a participatory approach was used to develop curricula for vocational training. The input of international experts was complemented by trainers (of the six sub-sectors of building and construction) and practitioners/entrepreneurs. The international experts have been actively involved, as well as the schoolteachers, VET school directors and experts from the responsible national institutions, such as ECRD.
5. An official and unified certificate for vocational training (VT) is planned<sup>8</sup> to be approved by the Government for the first time in Lebanon.
6. Furthermore, discussions about the integration of KAB into the curricula of general education will start soon between the Lebanese Government and the European Training Foundation (ETF).

Describing the output related to Immediate Objective 2 (entrepreneurship culture and employment) one can record that 21 teachers had been introduced to KAB and, of them, 14 were selected to implement the programme in the seven vocational schools. All teachers had been monitored by the project. Ten of the teachers went on to reach the final stage of certification as KAB National Facilitators and at least three of them had been assessed as high-quality facilitators with a view to building future entrepreneurship development in vocational training in Lebanon. In total 234 trainees received a certificate for having successfully completed the KAB courses and 109 business plans were developed. Additionally, BMT was offered to 90 self-employed people. It is not clear how many of the 117 people who had the status of self-employed after the second round of training started their own business as a result of the project's input, so the cost per self-employment cannot be identified here.

There was a change from the original plan of using the SIYB (see Prodoc) to using KAB. This was a necessary adaptation because the target group of the training (low-skilled people, drop-outs, etc.) was not the usual target group for the SIYB tool. But again, this input was time- and resource-consuming. At the end, a very successful output was created. For the first time in Lebanon, KAB is an integral part of curricula for short-term training (in the building and construction sector). This is a very innovative input for Lebanon in the field of VT. In this component of the project, the output shows only small numbers, but these are smart results: the importance of the integration of KAB within the VT curricula cannot be overstated. Consequently, the target to encourage the opening of businesses (SIYB) was replaced by knowledge increase (specifically about self-employment and business creation) and a change in attitudes and mindset. Even from discussions with teachers, trainers and experts during the curricula development, the content of the KAB itself was enriched. An impact assessment on KAB – a comparison of attitudes before and after training and the special effects on the “entrepreneur culture” among the trainees (see KAB, 2011) – analysed five categories:

1. Attitude towards the role of SMEs and entrepreneurs in society.
2. Entrepreneurship as a personal career option.
3. Business knowledge and skills to run an enterprise.

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<sup>8</sup> This was effective from the end of March 2011. Until that point, the project used the unified certificate issued by the MoE for the final certification ceremony.

4. Challenges of establishing and running an enterprise.
5. Feasibility of opening and managing an enterprise.

This analysis gives clear evidence that “KAB had a positive impact on the entrepreneurial attitude and skills of the students. As shown in figure 4 below, 71.4 per cent of the students tended to give more entrepreneurial answers at the end of the course”

However, in practice, implementation showed some problems:

- The structure of the trainee groups (age, education, etc.) was not adequate for KAB lectures. There was a lack of homogeneity.
- Many trainees did not like the topic; some even left the training sessions because of KAB. This is nothing special: not everybody is a natural-born entrepreneur.
- The size of participating groups was, in some cases, too small for the usual interactive KAB methods.

On the one hand, the discussion on the effectiveness of Immediate Objective 3 (integrated approach/linkage to the labour market) is short and easy. The job centres had not been able to start the planned cooperation with the project (for the reasons, see section 1.3 above), so no real figures on short-term or long-term jobs, and no information about the quality of the jobs (e.g. decent work for trainees who found employment in the trained sector), can be debated. Consequently, the cost per placement cannot be ascertained.

On the other hand, the limited capacity of the job centres and the unequal progress of the related ILO projects working directly with the NEO to improve the capacity of these job centres led to the decision to link the graduates directly with potential employers. This was done, for example, by teachers or trainers giving practical assistance to trainees in finding internship opportunities or jobs; even employed trainees supported the matching activities. Round tables with relevant stakeholders – such as owners of workshops, small companies – were organized by the project. About 130 to 140 graduates gained work experience through internships, which was especially successful in supporting their transfer from training to work. This showed the flexibility of the management of the project; there was an unexpected problem but an adequate solution was developed and implemented.

To sum up, there was a change of paradigm from emergency interventions (short-term training with direct employment effects) to a strategic transition intervention (based on CBT and KAB). This changed the system of distribution of project resources from outcome-orientation (graduates, placements, jobs, self-employment, etc.) to a greater output-orientation (participatory development of curricula). This increased the relevance of the project from the regional to the national level. Consequently, the region-focused project managed to actively involve the responsible ministries (MoL/MoE) and relevant national institutions (e.g. ECRD) in the process of project implementation.

#### **4.2.1 Management aspects**

Assessing the effectiveness of management arrangements, it is necessary first to have a brief look at the organizational structure of the project (see figure 2 below). The project worked with one international expert (the CTA), three national experts, and administration and financial assistance staff. The project team was established according to the usual practice of the ILO, supported by a back-stopping team of experts from the ILO Regional Office in Beirut.

## Organizational structure of the project

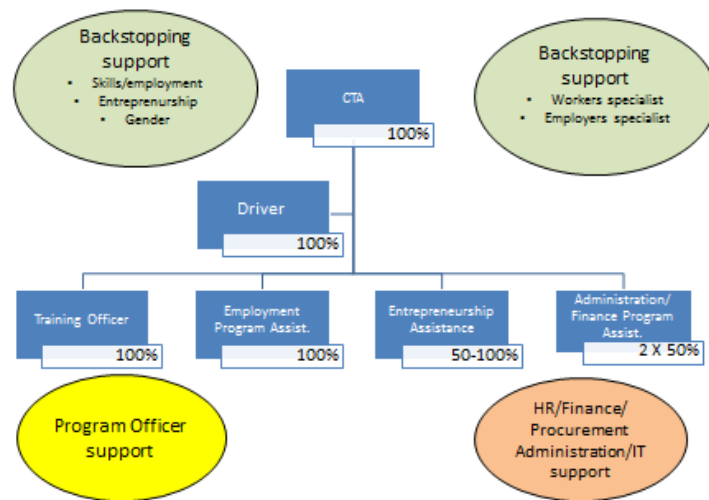


Figure 2: Organizational structure of the project

A very positive aspect was the fact that the CTA of the project was permanently in the country where the project was being implemented. This made it possible to react flexibly to unexpected challenges and to communicate intensively with the stakeholders and the framework supporters of the ILO (back stoppers, programme officer, administrative supporters, etc.) and the constituents at the school level as well as the political level. But, of course, the CTA was the right person in the right place. All interviewed persons confirmed that the communication between the project team, Regional Office and responsible technical department was very effective. The project used the opportunities presented by the back-stopper capacities of the ILO headquarters in an optimal way. Externally, too, the communication was excellent and motivated employers, trade unions, teachers and experts from relevant institutions to participate actively. Despite a delayed start to the project, and the delayed recruitment of project staff, the project did everything necessary on a timely basis. Even during periods without back-stopping capacities, or when fluctuations among project staff occurred, the small project team (see structure above) managed to initiate and continue the project implementation successfully.

While the management capacity was adequate, it may be that, in some phases of the project, additional (short-term) staff would have been appropriate. For instance, further cooperation with other international projects working in the same area would have been possible and optimized the project implementation, or additional driver capacities would have been helpful, especially during the phases where equipment was ordered and delivered to the VET schools.

Of special importance, the Evaluation Team will now have a deeper look at how effectively the project management monitored performance and results – what kind of M&E system was put in place, and how was relevant data systematically collected and analysed to document progress and inform management decisions?

### 4.2.2 Findings related to the project's monitoring system

One of the main donor's requirements was the submission of a comprehensive annual report. As a result, the project staff submitted two extensive annual reports; the first covering the period from October 2008 until December 2009, and the second covering the period from January until December 2010. These documents served more as a reporting tool than a monitoring one and were divided into the following main sections:

1. Summary of project outcomes.

2. Country information and development.
3. Overall progress within the context of the project.
4. Progress against project outcomes.
5. Progress against project objectives/outcomes.
6. Problems/issues materially impairing the achievement of project objectives/outcomes, proposed solutions and actions taken or to be taken.
7. Opportunities.
8. Lessons learned and emerging good practices.

These sections provided a detailed report on the progress made towards the achievement of project outputs. They also reported on the achievement against the project's indicators and provided justification where necessary.

From a donor's perspective, these reports provided valuable information on progress towards planned results for accountability, in addition to providing information that would inform the evaluation and learning exercises. Despite the valuable information presented in these reports, they only reported on progress made towards outputs but not outcome indicators. In failing to do so, certain key indicators related to Immediate Objective 1 were not adjusted and therefore resulted in an underachievement in this part of the project. The key indicators being:

- 95 per cent of trainees are working in the jobs for which they were trained.
- More than 95 per cent of trainees found a job.

The same example is applicable to Immediate Objective 3, where one of the two outcome indicators *"at least one main job centre and two sub-job centres in South Lebanon strengthened in providing relevant services to key stakeholders, both jobseekers and employers, in the construction sector"* was not achieved, and necessary adjustments to the log frame were not introduced.

The abovementioned challenges were clear to the project management staff and, in certain cases, the management team took the appropriate decision to ensure at least partial achievement of the objective, such as trying to link the trainees with potential employers through informal channels rather than relying on job centres. However, these adjustments to the course of the project were not reflected in the project's log frame or the indicator tracking table. The project management team would have been able to better adapt the project's log frame to the arising challenges had there been a systematic monitoring system in place.

In order to ensure effective and timely monitoring of the project, the following tasks needed to be carried out:

1. Establish a baseline for all indicators.
2. Revise M&E plan based on recommendation(s) from baseline report.
3. Plan data collection schedule quarterly, semi-annually or annually.
4. Collect and analyse data according to the set schedule.
5. Provide recommendations for programme/project staff based on monitoring results (good practices and lessons learned).

6. Report monitoring information to stakeholders (community, constituents and donors).

A baseline measurement for the indicators was conducted at the start of the project and an M&E plan and an indicator tracking table were designed in order to guide the project's M&E system. The suggested M&E plan proposed data collection methodologies and appropriate data collection periods. Since the baseline data were released towards the end of the first year, and given that the measurement process can be time-consuming, the project's management team decided not to repeat the same baseline exercise in the remaining life span of the project.

Types of data to be collected through monitoring:

1. Outcome-level monitoring (impact sustainability): Information gathered through project monitoring at this level measures to what extent aspects of the project contributed towards project goals. Collecting this type of data allows the project management team to monitor progress towards project performance before actual project evaluation is conducted. Examples of information monitored through this process would have included progress towards: trainees' employment rate and the percentage of women enrolled in vocational training courses.
2. Output-level monitoring (process): Information related to process monitoring includes indicators showing achievement of outputs as specified in project logical frameworks, allowing the ILO to measure efficiency and effectiveness.

The latter type of monitoring data were collected and presented in the annual reports. However, higher-level monitoring (outcome level) was missing. Further, no mid-term review was produced. The project reported progress to the ILO on a six-month basis as part of the internal reporting practices. Also, the ILO management organised quarterly review meetings where progress during previous period was assessed and work plans for the new quarter presented.

To sum up, the designed strategy for M&E was not implemented in an adequate manner, which missed a good opportunity to use the results and the structure of the baseline study for mid-term review, or at least for a systematic check of project effects (e.g. job-placement rate, quality of training, job creation, tracking the graduates after training, etc.). The follow-up of this M&E strategy should have been carried out regularly by specially assigned staff.

Changes in the formulation of objectives and indicators was not explicitly reflected in the PAC. The reporting system was more or less ad hoc at the beginning. Necessary changes to the design (objective indicators) were not recommended to the PAC or the donor.

#### 4.2.3 Final aspects of effectiveness

As far as possible in an unstable situation like the one in Lebanon, the project received adequate political, technical and administrative support from its national partners. In particular, the MoE and MoL were active and, of course, the VET schools and especially trainers and employers were involved actively in the project. The cooperation was not easy to handle, particularly because there was a high rate of change at the ministerial level, which always necessitates reconfirmation of support for the project.

Component 1 was the most important part of the project: the development of the new curricula, the training and graduation of people, and their placements within categories (back to the job, new job, or self-employment) has left marks. This success was possible because there was coordinated support by the MoL, MoE and CRDP, as well as by trainers and employers. This, combined with the communication skills of the CTA bringing all parties together, made the difference.

Of course, we should not forget that component 2 gave specific qualitative impulse: KAB as part of the curricula for vocational training, as well as training of KAB teachers and facilitators, is a real

innovative change in Lebanon. This is widely appreciated among the constituents and other relevant stakeholders. Subsequent to the project, it would have been more effective to have a stronger orientation on curricula development from the very beginning, and the training and the placement activities should have had the character of pilot implementations only. Having the newly designed curricula as the defined main outcome of the project would have increased the effectiveness because, in all cases, the main input of resources would have been spent on this aspect.

To sum up, it was planned to have a clear outcome-orientation in this project: the Prodoc-defined objectives should have been measured by the key performance indicators, such as job placement or job creation. During the implementation of the project, it was necessary to change the orientation of the project to an output orientation, i.e. the decision to adopt a flexible approach to the recruitment criteria for participants led to the inclusion of a high number of “employed” people, or the decision to use KAB instead of SIYB transformed the orientation of the project from self-employment to “changing the attitude on self-employment” among the participants. This was reflected in the log frame only within the output indicators. The necessary adaptation of the outcome indicators never happened. Also the ToR for the Evaluation Mission did put a strong focus on outcome indicators rather than output indicators. An assessment implemented too firmly along these outcome indicators would have led to a misleading picture of the results of this project. Although there was this change from an outcome orientation to an output orientation as the means of achieving the Immediate Objectives, the effectiveness of the project is evaluated as good. The project management team reacted adequately to unexpected problems, especially the fact that there were no existing curricula for the implementation of short-term training in the building and construction sector. Outstanding management quality compensated for the design deficits. The management team assessed the situation correctly and decided to change the structural orientation of the project, i.e. to develop completely new curricula although this decision led to a situation in which a significant part of the limited project resources was now to be used for something that was not included in the original design of the project.

Further, the regionally designed project showed effects beyond its agreed scope and actively involved relevant actors from the central level, creating really innovative inputs on the development of curricula for short-term training in Lebanon. The effectiveness is assessed as very good.

### 4.3 Efficiency

Findings related to the adequacy and efficiency of resource use are discussed in this chapter. First of all, the Evaluation Team mentions that there was no real comparable project in the region. This means that it is not an easy task to assess the efficiency of this project.

Reflecting the allocation of the resources of the project, the following shall be mentioned:<sup>9</sup>

The total budget for the project was US\$2,949,854 (see overview below). If one calculates only the cost, especially with a strong relation to the Immediate Objective 1 (skills development and improvement of employability) we would find the following picture (see overview below).

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<sup>9</sup> For a discussion of the aspects of human resources/management and cooperation between the project and ILO headquarters, see section 4.2.1 above.

## Overview of project costs structure

Direct Costs	In US\$	Indirect costs	In US\$	Full project cost
1. Equipment	279,605	5. Staff	1,116,945	
2. Transport of trainees	199,053	6. Operations	294,515	
3. Trainers and school supervisors	382,534	7. Programme support costs	338,788	
4. All others, such as fuel, printing curricula, etc.	313,412	8. Evaluation		
			25,000	
Subtotal	1,174,604		1,775,248	

### Full project cost:

**US\$2,949,854**

Source: ILO Regional Office, Beirut.

Cost per graduated trainee is US\$4,773 (with reference to total cost) or US\$1,900 (based on direct costs only). Even if one only takes into account the cost for transport and trainers/school supervisors, the cost per graduate is about US\$941 per trainee. It would be better to have measured cost per participation hour (or day) and to compare it with other short-term training in the construction sector. Since this was a pilot project, there are no comparable data available. In any case, it seems to be a cost-intensive approach, e.g. the transport cost for the trainees was about 17 per cent of the direct cost (or about 6.8 per cent of the total cost). This shows that there is potential for savings. Unfortunately, it is not possible to discuss the cost per registered jobseeker or per job created because it is not possible to calculate the real amount of job creation (for details, see section 4.2.2 above). The coverage of all travel costs for the trainees seems not to be strategically adequate. The project rented buses in order to offer free transport for the trainees. This kind of subsidy is not a system that provides an incentive to trainees attending training sessions. Indeed, on some days, the buses were empty. It would have been better to give a subsidy for travel costs, which connects the presence of the trainees with the amount of support. The more active training days per person, the higher the travel subsidy should be. Another topic was mentioned very often: there were deficits in delivery of equipment for the VET schools and the trainees. Sometimes, there were not enough consumables for the training so the schools or the trainers had to improvise; however, extra costs were paid by the project for this additional consumable material. Further, every graduated trainee received a technical toolkit to support job seeking or starting self-employment, but it seems the quality of the toolkits was not adequate for professional work.

There is no indication that the project funds had been delayed; however, no project can be implemented without any deviations, e.g. the project start was delayed for several months, project staff recruitment took longer than planned, and fluctuation among staff happened at a higher rate than expected. Framework support by back stoppers was also delayed – especially in skills development and employment, the back-stopper position was filled later than expected or ended before the end of the project (e.g. the employers' specialist changed position) or even did not happen (e.g. the workers' specialist). Nevertheless, it is important to mention that the project management team organized bridging actions and the intensity of cooperation with the back stoppers was intensified when access to support was possible. Equipment delivery (to the VET schools) was delayed due to lengthy administrative UN/ILO budget procedures, and it was

mentioned several times that the delivered equipment was below the necessary quality for training purposes.

To summarize: Generally speaking, the project used the resources efficiently, but there were some cases in which the cost-effectiveness is uncertain, e.g. the coverage of all transport costs for the trainees without any incentive system to join the training leaves some doubts as to whether the money was spent efficiently enough. It is impossible to decide if the same results could have been attained with fewer resources because there was no comparable project implemented in the region and the unstable political situation in the country makes any historical point in time unique.

#### 4.4 Impact

The Impact of projects is measured by findings related to the likelihood of the project to have longer-term development impacts. What can the Evaluation Team identify here?

First of all, there is the development and introduction of CBT curricula as such. This is something that will be a benefit for the country, not only for the six occupations in the construction sector. Beyond that, the method of development will be helpful for future curricula development in other contexts. The participatory approach of the curricula development was appreciated very much by all interviewed people involved in the development, and it shall be used for other comparable activities (on all levels). In this regard, the introduction of KAB in Lebanon (as part of the curricula) will also have long-term effects. Improved entrepreneurship awareness among VET schoolteachers (identification of at least ten active teachers and three key KAB instructors) and trainees is only one aspect here. Further, the new KAB facilitators represent a first but solid step forward in the development of entrepreneurship attitudes in Lebanon among lower-skilled people.

There is no doubt that the project brought out capacity-development in the VET schools. The training of trainers and active participation of teachers in CBT curricula development has left marks. The skills development (improvement of employability) is assessed as very positive among the interviewed trainees. However, there is also one aspect on trainees that was controversially viewed – the certificates for the trainees were assessed from “very helpful” in finding jobs (e.g. trade unions) up to “useless” for the local labour market (several employers). It was mentioned that the certificates may be more helpful for potential emigrants finding jobs in the Gulf region.

The mission team made some findings related to unintended or unexpected effects, e.g. in one VET school, the opportunity for young women to start vocational education in electricity (within the regular system) was actively followed up. For the first time, the school offered female applicants the opportunity to start education in electricity, and four young women accepted. Further, the necessity to integrate KAB in the CBT curricula has had some other unintended effects:

- A booklet for KAB was produced.
- The guidelines for KAB games were standardized.
- A key facilitator guide (for teachers) was produced.
- Additionally, a publication on micro financing in Lebanon was drafted.

Causally linked to the project’s interventions, the Evaluation Team identified some changes. At the central level (the MoE and CRDP), the implementation of CBT curricula development caused a change of attitudes and capacities. It is planned to use the participatory approach for the development of other curricula and to involve an increasing amount of expertise from outside the formally responsible institutions (e.g. employers, national and international experts). Of course, this is not at the stage of an officially recognized tripartite approach, but a first step in the right direction has been supported by the project.



At the VET school level, all schools mentioned the relevance of such short-term training and were willing to implement such offers in future if it were financed by the regular budget of the MoE. Teachers and trainers were ready to work with the curricula. Beyond that, entrepreneurs and trade unions were willing to support the extension of, or an up-scaled version of, such a project. But, of course, supporting the placement initiatives has its limits. At the individual level, trainees emphasized their improved skills; some used this advantage to enrich their existing jobs, while others used it for applying for jobs or starting initiatives for self-employment.

In the case of CBT curricula, the national partners (especially the MoE and MoL) are willing and committed to use the output of the project in future. Consequently, at the central level (including the MoE, MoL and NEO), there seems to have been a high sense of ownership developed. At the school level, there is some variation from school to school, but most of the trainers (who are not in all cases school employees) had been satisfied with the CBT process and will use it in future training. Also at the school level (see also section 4.1 above), the majority of the staff are aware of the advantages of offering new services (in short-term training within the sector of building and construction) for a new group of clients (low-skilled, drop-outs, etc.). But, on the other hand, the “ownership” of the partners at the school level is in some ways limited, e.g. after-training service is seen in many schools as the ILO’s job, and not really relevant for the school. This is, of course, to be assessed within the framework of public VET schools in Lebanon just starting the development of such after-training or education services (tracer studies or alumni systems) in general. The awareness of the benefits of such activities has not yet been deeply developed.

All in all, the entire project’s impact was good, even good enough to support the initiation of a new or an up-scaled project.

#### **4.4.1 Short notes on consolidation and follow-on activities**

Before describing the dimensions of a follow-on or up-scaled version of this project, it would make sense to extend the ongoing project by about six months in order to consolidate the achievements, in particular:

- The finalization of the approval of the CBT curricula shall be supported. The national partners are very willing to do so, but of course it would be helpful to give the necessary support to bring the approval procedures to an official end.
- The planning of follow-on activities shall be done carefully and with the aggregated knowledge of the project’s staff as well as the main stakeholders and constituents. This is true for an up-scaled project or for comparable projects in other regions.
- Depending upon “financial options and political decisions”, it is necessary to investigate other regions that may be suitable for a project within the same sector (building and construction). Such a project could make sense because there is still an influx of financial resources from the Lebanese diaspora (remittances) and a continuous need for such skills (even for labour export into the Gulf region, e.g. Qatar hosting the World Football Championship in 2022).
- It may also be useful to implement a similar project in other sectors. This should be considered only after a qualified needs analysis and an assessment of the political stability of Lebanon. The Government must provide parallel measures (e.g. inputs in infrastructure, education, health, etc.) to mitigate the project risks. Adequate sectors should be identified with the support of the project team’s knowledge and in close cooperation with the main project partners. Several other sectors were recommended by the constituents (here in alphabetical order):

- agro-processing;
- auto-mechatronics (car mechanics);
- commerce/trade;
- hospitality;
- health;
- information technology (IT);
- manufacturing;
- tourism.
- The planning shall be done in the closest partnership with relevant partners (MoL, MoE, employers, trade unions, experts, and other donors). The intermediate phase shall be used to clear up the role of the steering committee.
- The development of a results-based monitoring system (along a baseline study) that shall be used to review the project's design regularly (e.g. annually) must be drafted.

If there is to be a follow-on project based on the experiences of the evaluation process, the Evaluation Team sees the following elements of the design of such a project as relevant:

**Project (micro) level:**

- An improved results-based M&E system.
- Periodical check of the project design, making the necessary adaptations confirmed by donor, partner, etc. (steering committee).
- Clearer and more flexible selection criteria for trainees (e.g. homogeneous classes in age, education, etc.).
- The integration of follow-on services shall be emphasized:
  - For trainees (e.g. guidance, counselling, placement services, etc.).
  - A mechanism for the tracking of trainees (based on clear and realistic definitions of selection criteria, clear compilation of status before training, baseline study, etc.) shall be designed from the very beginning.
  - Support for post-training jobseekers shall be linked more strongly to the VET schools or effective (mobile) job centres.
  - A systematic network of internship opportunities shall be built up.
  - Services for entrepreneurs involved in self-employment/start-ups, such as counselling, regular meetings with other self-employed people, special information evenings, small funds for start-ups, etc., shall be integrated.
  - Fewer schools but more and better equipment! Stronger involvement of schools in equipment procurement (e.g. involve trainers/teachers in the acquisition of tools, machines, consumable materials, etc.).
  - Establishment of special workshops in the VET schools (if financial resources allow).

- Training of more teachers (how to use the new curricula and special pedagogical needs for short-term training).
- More frequent and longer practical experience (during the training period and the internship phases, and even training on the job).

#### **Meso level:**

- More orientation on capacity development inside partner institutions (MoL, MoE, NEO, trade unions, employers' associations, etc.), even harmonization of donor cooperation.
- Aspects of the ILO's decent work concept shall be included explicitly and reflected within the indicators measuring the achievement of the objectives.
- Review of the curricula and checking of at least the following aspects:
  - Development of two types of course (basic and advanced) for each occupation.
  - Extension of practice.
  - Check of adequacy (e.g. mosaic training seems to follow a curriculum for ceramics and not for mosaic).
  - More emphasis on occupational safety and health (OSH).
  - Integration of KAB:
    - Aspects such as duration/teaching hours, compulsory exercise for all students, etc.
    - Timing of courses more strongly linked to the needs of trainees (e.g. courses in the evenings may not be acceptable for women, training would be easier combined with jobs, etc.).
- A more effective role of the PAC, especially concerning the progress made towards achieving the project's outcomes. Further, using the composition of the steering committee as a model for tripartite cooperation.

#### **Policy (macro) level:**

- The Lebanese Government shall be asked to provide direct financial project support, e.g.:
  - Giving budgetary support for training implemented during the project duration.
  - Publicly subsidized employment/employment-intensive active labour market policy.
  - Job vouchers (e.g. for youth, young women or disabled graduate trainees).
- It shall be investigated whether the project may give support to the development of a national employment strategy or a national TVET strategy.
- It shall be investigated whether the project may support an image campaign for VT or TVET in Lebanon. This shall be done in close cooperation with other relevant donors (e.g. GIZ or the YMCA) and with the (financial) support of the Lebanese Government only.
- In any case, potential partnership with other donors shall be highlighted.

## 4.5 Sustainability

Sustainability measures the probability that the positive results of the programme are durable; in other words, whether they will continue beyond the end of the project. The Evaluation Team discovered the following.

First, there is and will continue to be capacity development inside the VET schools involved in the project (for details, see section 4.4 above). Second, the CBT curricula are likely to be approved very soon by the MoE, MoL and NEO. Even if these curricula are not approved by the responsible intergovernmental body, the ministries will give way for VET schools to use the curricula and to ask for courses financed by the Government. But it is understood that the Government has limited resources for implementing the approved curricula, especially within the limited finances of the TVET sector.

Also, the follow-on costs for the implementation of the new curricula (new equipment for schools, additional consumables, books, instruction materials, adequate training for the teachers/trainers, etc.) are underestimated. In addition, of course, permanent ongoing adaptations are necessary to the curricula to ensure that they remain relevant and up to date.

Regarding the sustainable impact of the project on employment creation, the Evaluation Team found that:

- The way of organizing placements after training (connecting the trainees with workshops or small companies, and organizing internships or direct placements, etc.) was an adequate reaction given the problems within the job centres, which caused a lack of service in guidance, counselling and placement; however, this is not sustainable. Employers cannot offer such support in the long run. Here the Government has to provide input and develop capacities and infrastructure for employment services.
- There are only a small number of additional job placements as an outcome of the project. The employment effects attributable to the training are unclear because a certain proportion of trainees were previously employed and kept the same employment after training. Consequently, the real amount of sustainable job creation is small and not clearly identified.
- Usually, about 50 per cent of self-employed start-ups survive the first three years of business, which represents about 40 to 50 persons who may have stable employment and income in the long run.

To sum up, this project's sustainability is limited. Of course, one has to consider the short duration of the project and the unstable political situation of the country when assessing the sustainability of the project. Consequently, the weighting of sustainability aspects has been reduced in the overall assessment of the project.

To complete the picture of this assessment, the Evaluation Team presents its findings on cross-cutting issues in the section below.

## 4.6 Cross-cutting issues

The cross-cutting issues considered in this evaluation are gender equality, social dialogue and tripartism.

#### 4.6.1 Gender aspects

First, an overview of the project's output disaggregated by sex.

	Females		Males	
	N=78	%	N=474	%
<b>Region</b>				
Bint Jbeil	0	0.0	99	20.9
Hasbaya	6	8.1	61	12.9
Marjeyoun	0	0.0	43	9.1
Nabatieh	13	17.6	71	15.0
Saida	0	0.0	55	11.6
Sarafand	43	58.1	72	15.2
Tyre	12	16.2	73	15.4
<b>Working status</b>				
Does not like to work	4	5.4	0	0.0
Employed in different sector	16	21.6	50	10.5
Employed in same sector of training	0	0.0	173	36.5
Not employed	35	47.3	50	10.5
Self-employed in different sector of training	1	1.4	49	10.3
Self-employed in sector of training	0	0.0	67	14.1
<b>Training</b>				
Aluminium	0	0.0	90	19.0
Carpentry	0	0.0	66	13.9
Electricity	7	9.5	119	25.1
Mosaic	52	70.3	25	5.3
Painting	15	20.3	74	15.6
Plumbing	0	0.0	100	21.1

With gender mainstreaming being at the heart of the ILO's cross-cutting themes, this evaluation looked closely into the gender component throughout the project's life cycle.

As in most developing countries, Lebanese women's increased economic participation has been the result of a gradual process of change and not an explicit policy focus. However, while the economic empowerment of Lebanese women in general has shown significant progress over the past decades, there is still a long way to go to raise female participation in the public sphere in general – and in employment, in particular – to be on a par with that of men. Women from southern Lebanon represent 20.7 per cent of the labour force and are largely confined to unpaid work as contributing to family labour in agriculture and family business and, to a lesser extent, low-paid agricultural and trade work. Regarding the construction sector in the south, female participation is negligible, particularly in on-site work. Women working in this sector solely assume secretarial responsibility, perhaps because of the prevalent attitude that “they are not fit for heavy work”. In fact, available statistics from both the evaluation and the baseline confirm the claim that the construction sector is not a very attractive sector for female workers. The total participation of female trainees averaged 14 per cent (N=78) for the first two training cycles (see overview above). In the described context, this seems to be a modest beginning that should be further encouraged.

The evaluation also took into consideration the challenging social environment of Lebanon in general, and the south in particular. In a country where the construction sector is not a popular field of work even for Lebanese men, it is hard to imagine women who live in a conservative community engaging in such types of work. However, findings from the field did show significant efforts on the part of the project management staff to ensure – albeit modestly – gender mainstreaming. The points below summarize the positive findings and successes that were identified throughout the evaluation process:

- The project actively advocated for full inclusion of women in the skills development activities. The effort resulted in the graduation of 51 women in mosaic, 20 women in painting and 7 women in electricity. The inclusion of the mosaic training was a major attraction for women trainees; the project management team did foresee this during the inception phase, so the inclusion of the mosaic training demonstrates that the project management team was keen to attract female trainees.
- Women were encouraged to register in training sessions; some schools – Sarafand Technical School in particular – even gave priority to women's enrolment.
- Upon the completion of the project, 78 women would have acquired a skill enabling them to participate in income generation; a role that was traditionally assigned solely to men. Living in a patriarchal society, Lebanese women – especially southern Lebanese women in rural areas – have always assumed the role of housewives; rarely did they contribute to household income-generating activities. Through the skills project, female trainees now have the opportunity to actively participate in income generation, which might contribute to ameliorating their status within the community and providing them with greater personal security.
- Increased awareness on the part of men about the capabilities of their female counterparts. Meetings with male trainees revealed a certain change of attitude towards women and their capacities to be actively engaged in the construction sector. Some of them even described it as “a positive surprise, to find out that women are actually interested and capable of doing the same jobs that we [men] can do”.
- Changing perceptions of traditional gender roles through a more active involvement of women (modest as it seems) in the construction sector. As stated above, women working in the construction sector solely assumed secretarial responsibilities; however, the project did document certain success stories where women are currently engaging first-hand in certain types of construction work in non-traditional areas such as electricity and painting.

- Breaking certain social barriers/changing attitudes through positive role models. Traditionally, society did not encourage women to take on the same type of labour that men usually did; therefore, even if women wanted to engage in the construction sector, their involvement would be frowned upon. The skills project played a major role in challenging some of these social norms by actively advocating for better inclusion of women in skills-development activities. Furthermore, the project had some unintended positive effects where, in one VET school, the opportunity for young women to start vocational education (within the regular system) in electricity was actively followed up, and four young women joined this vocational education for the first time.
- A balance in gender among project staff and KAB trainers.

Despite the relatively high number of positive findings, the evaluation did identify certain gaps in the gender component. The most important one is the limited – almost non-existent – engagement of the project design and implementation team with gender specialists and members of the gender team during the project design and implementation phases. Therefore, the efforts made by management came as ad-hoc efforts and not as planned activities suggested during the design phase. The disparity among different VET schools regarding women’s enrolment was clear evidence that there was no present plan to guarantee a more gender-balanced enrolment rate across the seven participating schools. When Sarafand VET school managed to enrol more than 43 women, other schools – such as Bint Jbeil, Marjeyoun and Saida – did not enrol a single woman as a trainee.

Furthermore, certain women and school directors attributed the relatively low enrolment rate of women to the late afternoon schedule of the courses, which conflicted with the care activities of women at home. Another important finding was the restricted enrolment of women to only three out of six sectors (painting, electricity and mosaic).

It is therefore difficult to claim that the benefits of the project accrued equally to men and women. Despite the fact that the project did create impetus regarding gender awareness, the participation of women was limited by numbers; only 14 per cent of direct beneficiaries were females. Furthermore, the extremely low employment rate of graduated women could impact the efficiency aspect of the project in the sense that the money invested in training women did not lead to actual job creation.

#### 4.6.2 Aspects of tripartism and social dialogue

The concept of tripartite cooperation is defined as referring “to all dealings between the government and workers’ and employers’ organizations concerning the formulation and implementation of economic and social policy”. It is, however, challenging to talk about effective tripartism in the Lebanese case given the ongoing turbulent context. In fact, during the project’s lifetime, there have been two successive government formations, each time resulting in the appointment of different Ministers of Labour and Education. Similar to the Government’s situation, labour unions are divided and additionally show weak capacities.

Nonetheless, the evaluation did identify some cooperation between the three concerned players:

1. Active role of trade unions, employers’ organizations and governmental institutions, namely the MoL, the MoE and the NEO in the steering committee (the PAC). However, the PAC only met three times during the past years of the project’s life. A review of the meeting minutes showed that the primary objective of these meetings was to update the main stakeholders on the progress of the project.
2. Active role of employers in supporting internships and job placements: Industrialists of the southern Lebanon played an active role in securing internships and job placements where possible.

3. Active engagement of employers and governmental institutions (CRDP) in the development of the curricula: Throughout the curricula's development period, regular feedback was sought from employers.

Labour/trade unions played a modest role within the tripartite cooperation. A meeting with the head of the construction workers' syndicate of the south revealed very modest capabilities and resources to follow up on the graduate trainees. As a matter of fact, none of the graduate trainees had joined the syndicate. Furthermore, the limited resources of the syndicate renders the task of monitoring the working conditions of the construction workers – in terms of OSH, social security and payment – very limited. Despite the fact that the concepts of decent work conditions were introduced in the curricula, there were no indications that it had any impact on their working conditions; for instance, OSH was part of the curricula but no enforcement of this policy was being done. Furthermore, there were no clear indicators that the graduated trainees who found a job were being paid decent salaries; in fact, findings indicated that those who managed to find a job were paid below the average wage (about US\$600) and even below the minimum wage, which is set to US\$333. Findings also indicate a lack of stable long-term jobs as well as the absence of green jobs. It can be easily deduced that workers cannot change their working conditions without the support of an active and potent labour union. It is therefore the role of the unions to raise the flag on these vital issues in order to attract more local workers into the construction sector. But, of course, the Evaluation Team admits that the project was designed in the recovery mode, where the objective was to generate employment as such.

## 5. Conclusions

The project "Skills development, employment services and local economic recovery for the construction sector in South Lebanon" was designed to address the real needs of the region in the south of Lebanon. There is a need for skills development to improve the employability and the opportunities of job placement for the selected target group of low-skilled people in the (booming) sector of building and construction. The logic of the project design could not be fully followed because the necessary precondition – the existence of adequate and up-to-date curricula for the selected occupations – was not met. It is a real merit of the project management team to be flexible enough to change the composition and quality of the inputs given by the project and to adjust the project output towards the development of adequate curricula for the selected occupations in the building and construction sector. Unfortunately, this adaptation was not formally reflected, and the outcome dimension of the project (immediate objectives and the related indicators) was also not changed. In any case, the final output for graduates is quantitative (a higher number of trained people) and qualitative (e.g. inclusion of KAB as an integral part of the curricula), representing real progress in specialized areas and pioneering work for Lebanon. Also, the fact that the project organized about 140 opportunities of internships for graduates despite the failure of support by job centres showed the high level of effectiveness of the project. Consequently, the impact of the project lies more in the outputs than in the planned outcomes. There was some weakness in the efficiency of the project. There are doubts whether the full coverage of transport cost for all trainees made sense, especially since there was no incentive system connected that would have given students reason to attend all lessons. Further, there are well-founded uncertainties on the sustainability of the impact provided by project services that were necessary to match supply (newly trained people) with the demand side of the labour market. The developed curricula will be approved officially but, again, there are doubts regarding whether the Government is really willing and able to support the future implementation of such training (financially). The discussion above leads to an overall assessment along the DAC criteria, as described by the Evaluation Team in the table below.



(1) Criterion	(2) Rating for criterion	(3) Weighting for criterion	(4) = (2) x (3) Weighted criterion
Relevance	(3)	2	6
Effectiveness	(1)	2	2
Efficiency	(3)	2	6
Impact	(2)	3	6
Sustainability	(3)	1	3
<b>Total assessment</b>	<b>2.4</b>		<b>2.3</b>

#### Average of the weighted criteria 1-5

If effectiveness, impact or sustainability are accorded a numerical rating of “4” or poorer, the overall rating will be downgraded to “4” even if the average is better than “4”. Under exceptional circumstances, should the sustainability be less important (weighting “1”), the overall rating will not be downgraded.

No, the overall rating is not downgraded

The overall assessment is 2.4. If one applies weighting for the criteria (for details, see Appendix 5), there is a final assessment of 2.3. This goes closer to “good” and, consequently we **assess the project on the whole as “good”**.

The main conclusions following directly from these findings are as follows:

- If a substantial delay to the start of a project could not be avoided, then the design of the project must be reviewed and adapted. Necessary adaptations shall be reflected and discussed with the steering authorities and the donor.
- The project was not really market driven but it was motivated by the needs of both the supply side (the target group, the trainees) and the demand side (the boom in the construction sector). If there are no reliable labour-market data available, the implementation of rapid labour market assessments is a good alternative to substantiate the relevance of a project.
- Skills development may lead to employment creation, but first of all it is a tool to improve the employability of trainees. In this project, the graduates learned within the framework of newly designed curricula and with (more) modern equipment. Even in the participatory development process of the curricula, practitioners were actively involved. Consequently, those successfully passing the examinations had acquired new skills demanded by the labour market. Improved employability only increases opportunities for finding employment. Consequently, outcome indicators of projects with skills development as the focus should not be solely oriented towards employment, but also towards employability, e.g. “curricula developed with the input of practitioners and representatives of employers’ associations” or a “higher share of practical experience during the training compared to courses implemented before the curricula reform” could indicate such a new orientation.
- To increase the sense of ownership it would be useful – especially in a middle-income country such as Lebanon – to have a direct contribution towards expenses by the Government or organizations representing the Government.
- Selection of trainees for KAB (e.g. harmonized age groups, literacy, group size of at least 15, etc.) as well as selection and training of teachers is critical and shall be improved in future.
- The selection of the CTA is crucial. Excellent management can compensate for deficits in the original design of a project to a certain extent.

## 5.1 Lessons learned and good practices

What are the specific lessons learned by experience of the project “Skills development, employment services and local economic recovery for the construction sector in South Lebanon”?:

1. During the planning phase, the indicators to measure the achievement of the objectives should be fully developed (related to outcome/results and the output). This may help to design, from the beginning, realistic indicators for both aspects and may avoid an excessive output orientation (while neglecting the focus on the outcomes).
2. From the outset, these indicators shall be measurable, if possible by quantitative data, otherwise by clearly indicated qualitative methods and sources.
3. Obvious risks for the achievement of (immediate) objectives shall be mentioned clearly.
4. Choose realistic indicators only, e.g. placement rates after training at the level of 90 per cent and above are almost impossible to achieve.
5. If there is a need to adapt the project's design, objectives, etc., do it and do it in a transparent way. Reflect upon and discuss such adaptations closely with the steering committee.
6. Monitoring and evaluation is a resource-consuming input for the successful implementation of a project. This must be considered when the number and composition of staff for a project is developed.
7. The lack of follow-on service after vocational training (even after vocational education) is a clear sign that the TVET system in Lebanon needs reform inputs. Interventions such as short-term training need to be embedded in a modern TVET system. They should not be an isolated action, otherwise such training programmes represent another dead-end street for the trainees. Advanced training, or further opportunities using the experience of such short-term training for further professional career development, are important pieces of a modern TVET system.
8. Without special follow-up services, it would be difficult to achieve good success rates for (young) women (such activities could include internships or post-training employment placements).

A particularly good practice was the participatory development of the curricula for the short-term training. The active inclusion of practitioners/employers, schoolteachers, and international and national experts was practised for the first time in Lebanon and shall be used in future for comparable activities. It may also be helpful to see this kind of inclusive approach as a first step towards tripartism in the field of vocational education and training in Lebanon. There is additional support for the ILO's efforts in building up an expert infrastructure for TVET: trainers and instructors can be (pre-)selected in an adequate way during such curricula development, and even the toolkits could be improved (as was the KAB tool during this project implementation).

Another example of good practice was given in the context of gender mainstreaming: in a few schools, and consequently also in the local communities, the awareness of gender aspects was improved, e.g. one school asked a woman who had already successfully finished her vocational education to assist in the recruitment of young women for training courses. This worked perfectly as a "door opener" and illustrates the availability of such opportunities in the south of Lebanon.

## 5.2 Recommendations

The following recommendations are divided into three parts. There are general recommendations and also recommendations for an up-scaled project, but let us start with recommendations for the next steps to be made.

### 5.2.1 Recommendations for the immediate next steps

1. Because this project will end soon, the next step is the consolidation of the project's output and outcomes. The following aspects are the most relevant (for details, see section 4.3 above):
  - a. The finalization of the approval of the CBT curricula shall be supported.
  - b. Depending upon "financial options and political decisions", it is necessary to investigate other regions that may be suitable for a project within the same sector (building and construction). It may also be useful to implement a comparable project in other sectors.
  - c. All planning shall be done in the closest partnership with relevant partners (MoL, MoE, employers, trade unions, experts, and other donors). The intermediate phase shall be used to clear up the role of the steering committee.

### 5.2.2 General recommendations

2. In case of a time-consuming measurement process, a periodic assessment of the indicator's status should be conducted on a random sample of the target population, rather than opting for the entire targeted population. This would render the measurement process easier for the project's management.
3. Develop a monitoring system that includes :
  - a. Monthly monitoring reports: These reports monitor delivery according to the project's work plan in a timely and cost-effective way.
  - b. Quarterly monitoring reports: These reports deliver activity data that are aggregated, summarized and translated into more general opinions on the project's progress towards its objectives (result indicators).
  - c. Annual or semi-annual monitoring reports: These reports describe progress towards project outputs and outcomes, update stakeholders and advance learning to improve programme design and implementation.
4. The ILO shall replace the log-frame orientation by taking over the impact-based (or result-based) management tools. This shall make it easier for the M&E aspects of project management (e.g. RBM tools, for details see Kusek and Rist, 2004; GIZ-Community on Results-Based Monitoring and Evaluation: <http://www2.gtz.de/monitoring/>; see also Appendix 7) so that one does not get lost in the jungle of activities (e.g. if there are seven or ten schools to be involved in the activities, it is the sole decision of the project management team so long as the outcome – the direct impact – of the project is to be achieved).
5. For comparable future projects, it shall be established if and how the inclusion of private TVET providers may increase the sense of ownership and efficiency of project implementation (particularly if any kind of follow-on project is developed).

### 5.2.3 Recommendations on the basic orientation for an (up-scaled) second phase of the project

6. The Lebanese Government should support a follow-on project more actively:
  - a. During the design phase, the Government should be actively involved.
  - b. The Government should give financial as well as symbolic support, e.g. by subsidizing the training courses directly from the budget of the responsible ministries. This may increase the sustainability of the project.

- c. During the implementation, there should be a nominated counterpart who has the necessary time budget to follow the more detailed daily work of the project. This may also increase the sense of ownership.
- 7. If gender aspects are to play an important role in future projects in Lebanon, it would be necessary to include the active engagement of (ILO) gender experts during the design of a project and for the assessment activities. This would make it, for example, easier to adopt more flexible training schedules that would suit women, particularly housewives. Engage in active follow-up on women graduates in order to guarantee internships and job placements. If needed, provide additional incentives for women to enrol in vocational training.
- 8. To bring trade unions more actively on board, the inclusion of key performance indicators related to certain aspects of tripartism – such as the “active role of labour unions in monitoring working conditions” – shall be considered while planning the project.
- 9. The ILO should strengthen cooperation with other donors working in the area of TVET in Lebanon. This would not only avoid duplication of activities but would also identify fields of synergy, e.g. GIZ and the YMCA have a long history of working in the TVET sector in Lebanon.
- 10. It may also be considered how the experiences of the ILO at the project level – but also in general – may be used to support the development and reform of the TVET system in the country, or even of the introduction of an active labour market policy approach to enlarge the deficient system of employment creation in Lebanon.



## 6. Appendices

### Appendix 1: Terms of Reference

Independent Final Evaluation

#### **Construction Skills Development, Employment Services and Local Economic Recovery For The Sector in South Lebanon**

LEB/07/03M/ITA

Terms of Reference

#### **Introduction and Rationale for the Independent Evaluation**

Since April 2008, the International Labour Organization has implemented '*Skills Development, Employment Services and Local Economic Recovery for the Construction Sector in South Lebanon*', a Project funded by the Italian Government with a total budget of \$ 2.9 million USD for a period of 36 months.

The project was part of the multi-dimensional recovery strategy implemented by the ILO in Lebanon following the July 2006 hostilities. The project was built on an ILO multi-disciplinary *rapid needs assessment* which concluded that one key employment sector that should be addressed is the high demand for skilled construction workers. The needs assessment also reported a focused employment strategy should be formulated and implemented as an integral part of the national development efforts. Special priority is required to help stimulate the productive capacity of youth age groups to promote and develop a workforce with employable skills; this means prioritizing efforts to reduce the skilled labour shortage in the construction sector.

This document describes the Terms of Reference for an independent final evaluation to be undertaken at the end of the current Project, adhering to ILO's policies and procedures on evaluations. It will be conducted by an external evaluation team and managed by the Regional Monitoring and Evaluation Advisor at the ILO Regional Office for Arab States (ROAS) in Beirut.

The Project's performance will be reviewed with strict regards to relevance, design, effectiveness, efficiency, and sustainability. The evaluation is expected to:

Provide a clear articulation of the 'lessons learned' from the Project.

Provide recommendations to support ILO's expansion of its skill development activities and employment generation in the Lebanon construction sector based on the assessment of the key success factors, best practices and constraints faced by the Project.

Assess current impacts and the sustainability of the project activities undertaken and where possible, identify evidence of pathways and indicators of long-term impact.

Contribute to knowledge development and inform national and local stakeholders on skills development trainings and employment generation in the construction sector with a focus on youth employment, as well as areas of continuous efforts.

#### **Brief Background of the Project**

The project to support '*Skills Development, Employment Services and Local Economic Recovery for the Construction Sector in South Lebanon*', started in April 2008. The project was designed to



contribute to the social and economic development of South Lebanon by providing enhanced opportunities of various targets groups to enter and sustain gainful employment and/or self-employment in the construction sector. Short and medium term training interventions were provided to overcome the shortcomings of workers with insufficient qualifications in five key constructions specialities. To achieve its objectives the project built on a strategic partnership with local and national authorities, including Ministry of Labour and Ministry of Education and Higher Education, TVET Institutions and tripartite constituents.

### **Development Objective**

To contribute to employment generation in general and to the social and economic recovery of South Lebanon.

### **Immediate Objectives**

**Immediate Objective 1: As an immediate response for meeting the demand for skilled workers in the construction sector, selected training providers (both public and private NGOs) will conduct modular employment oriented short term skills training programmes through institutional based and mobile training interventions including “on the job training in the occupational area *Building and Construction*.”**

This outcome will be assessed through the following key performance indicators:

85% of trainees successfully concluded their training courses.

95% of trainees are working in jobs for which they were trained

More than 95% trainees found a job.

The evaluation will examine how effective the project was in helping trainees in finding employment. The analysis will be disaggregated across gender and age groups. The evaluation will also examine the percentage of trainees who found a job in their field of study, and after finishing their training programme, determine the elapsed time-framed before the trainees found employment.

The evaluation will also examine how effective was the project in creating jobs in the five key construction specialities in the Building and Construction sectors, and whether there are still key areas where the project should concentrate.

As much as possible, the evaluation will also examine whether the trainees acquired skills corresponding to the job market and employer's needs, and whether there are gaps that should be addressed in the training curriculums.

**Immediate Objective 2: An entrepreneurship culture is created among the graduated trainees through the provision of KAB and BMT in order to contribute towards quick employment.**

This outcome will be assessed through the following key performance indicators:

Number of newly established self-employment income generating activities following participation in the KAB and BMT modules.

Quantity of equipment/tools allocated to local contractors/micro-enterprises in the construction sector.

The evaluation will examine how effective the project was in creating businesses after receiving the trainings modules. Analysis will be disaggregated across gender and age groups. The evaluation will also examine the elapse time-frames after finishing the training programme before the trainees



established a business, and if possible the evaluation will report the income level associated with each type of businesses.

**Immediate Objective 3: Establish an active integrated approach with the local Job Centres in South Lebanon to utilize its services to provide vocational counselling, guidance and linkages with the labour market.**

This outcome will be assessed through the following key performance indicators:

Was an integrated approach followed to establish links between the project, Job Centres and the envisaged ILO PES project?

Were at least one main Job Centre and two Sub-Job Centres in South Lebanon strengthened in providing relevant services?

In terms of building synergies, the evaluation will examine how successful the project was at combining efforts to support other ILO projects in South Lebanon (i.e. *'Local Socio-Economic Recovery and Development in War Affected Areas in South Lebanon'*, *'Support to Public Employment Services in Lebanon: Strengthening the Capacity of the National Employment Authority in the South'*).

The evaluation will also examine the success of the project in helping trainees and job seekers to find employment through the Job Centre. The evaluation should also determine the trainees and job seekers level of knowledge concerning their rights at work, and their responsibilities to employers.

The evaluation should analyse the specific efforts made by the project to involve employers' participation and determine if similar efforts should be replicated in a future phase.

**The evaluation will examine the following components:**

Assess if the existing monitoring system for collecting performance data and systematically measuring progress of outcomes and outputs was appropriate.

Assess how effective was the project in creating green jobs, and how sustainable have these jobs been.

ILO's partners in this collaboration are:

Tripartite constituents

Ministry of Labour

Ministry of Education and Higher education

TVET providers, i.e. XXXX (Pls be specific)

The ILO maintained regular communication with all project partners and stakeholders through the presence of a Chief Technical Advisor in South Lebanon.

### **Purpose, Scope and Clients of the Evaluation**

#### **Purpose**

The purpose of this evaluation is to:

Determine if the Project has achieved its stated objectives and explain why/why not

Identify needs that may not have been addressed or fully met and the reasons why



Determine the implementation status of the Project; the effectiveness of the Project management, the timeliness of project activities, as well as the degree of performance monitoring

Assess the Project's achievements and synergies in supporting other ILO projects in South Lebanon (i.e. 'Local Socio-Economic Recovery and Development in War Affected Areas in South Lebanon', 'Support to Public Employment Services in Lebanon: Strengthening the Capacity of the National Employment Authority in the South').

Determine the impact of the Project in terms of sustained improvements achieved, and the long term benefits to target groups.

Provide recommendations on how to build on the achievements of the Project and ensure that it is sustained by the relevant stakeholders; identify results that could be emulated in other projects.

Document lessons learned, success stories, and good practice in order to maximize the experiences gained. The evaluation should note and take into consideration the project duration, existing resources and the constraints of the political environmental.

### Scope

The evaluation will look at all activities implemented from April 2008 to April 2011. In particular, the evaluation will examine the impact of project activities on employment generation of the target groups. The evaluation will also examine the impact of the project activities in terms of the overall social and economic recovery of South Lebanon.

The evaluation will be guided by the following core evaluation questions:

**Development Effectiveness:** The extent to which the Project's objectives and intended results were achieved

**Resource Efficiency:** The extent with which resources were economically converted into results, including the mention of alternative, more cost-effective, strategies when applicable

**Impact:** Positive and negative, intended and unintended long-term effects

**Relevance:** The extent to which Project interventions met beneficiary requirements, country needs, global priorities and partners' and donors' policies

**Sustainability:** The immediate benefits, and probability of continued long-term benefits after the Project has ended.

**Partnerships:** The extent to which the Project's stakeholders absorbed capacity to address social dialogue, labour reform and inspection issues

**Lessons Learned and Good Practice:** Good practices identified by the Project, key lessons learned from project implementation, and recommendations for similar programmes/projects.

### Clients of Evaluation

The primary clients of the evaluation are the ILO Regional Office for Arab States (Beirut), and the ILO constituents, the Project Management Team, the local and national partners and the donor. Secondary clients include other units within the ILO that may indirectly benefit from the knowledge generated by the evaluation (CRISIS, EMP, CODEV, EVAL,) and UN agencies collaborating with the ILO in the south as well as project beneficiaries.





## **Suggested Analytical Framework**

### **Relevance and strategic fit**

How did the Project contribute to national priorities as identified in the United Nations Development Assistance Framework (UNDAF)?

How have the stakeholders taken ownership of the Project concept and approach since the project started?

How well did the Project design take into account local efforts already underway to address socio-economic recovery and make use of existing capacity to address these issues?

### **Validity of the design**

Was the intervention logic coherent and realistic? Do outputs causally link to outcomes, which in turn contribute to the broader development objective of the Project?

Were the objectives of the Project clear, realistic and likely to be achieved within the established time schedule and with the allocated resources (including human resources)? Were the problems and needs adequately analysed?

How appropriate and useful were the indicators described in the Project progress documents for monitoring and measuring results? Were the means of verifications for the indicators appropriate?

### **Project progress and effectiveness**

Has the Project made sufficient progress towards its planned outputs and activities?

Do the benefits accrue equally to men and women?

Which components of the Project had the greatest impacts? What have been the supporting factors? How can the Project build or expand on these achievements?

What alternative strategies would have been more effective in achieving the Project's objectives?

### **Efficiency of resource use**

Have resources (funds, human resources, time, expertise etc.) been allocated strategically to achieve outcomes?

Have resources been used efficiently? Has the implementation of activities been cost-effective? Will the results achieved justify the costs? Could the same results have been attained with fewer resources?

Have project funds and activities been delivered in a timely manner? Were there any major delays? What were the reasons, and how did the Project deal with this delay in work plan?

### **Effectiveness of management arrangements**

Were management capacities adequate? Did the project governance structure facilitate good results and efficient delivery?

How effective was the communication between project team, regional office, and responsible technical department?



How effectively did the Project management monitor performance and results? What M&E system were put in place, and how effective was it? Was relevant data systematically being collected and analysed to document progress and inform management decisions?

Did the Project receive adequate political, technical and administrative support from its national partners?

### **Impact orientation and sustainability**

What observed changes (attitudes, capacities, institutions etc.) can be causally linked to the Project's interventions?

Are national partners willing and committed to continue with the Project? How effectively has the Project built national ownership?

Has the Project successfully built or strengthened an enabling environment? (laws, policies, people's attitude, etc.)

Should there be another phase of the Project to consolidate achievements? If so, why?

### **Specific Emphasis**

In the final Evaluation Report, the evaluation team will make sure that the following aspects receive sufficient emphasis in the report, under the appropriate evaluation domain and to the extent relevant information availability:

Clearly examine how effective the project was in helping trainees in finding employment. The analysis will be disaggregated across gender and age groups. The evaluation will also examine the percentage of trainees who found a job in their field of study, and after finishing their training programme, determine the elapsed time-framed before the trainees found employment.

Examine how effective was the project in creating jobs in the five key construction specialities in the Building and Construction sectors, and whether there are still key areas where the project should concentrate.

Analyse as much as possible whether the trainees acquired skills corresponding to the job market and employer's needs, and whether there are gaps that should be addressed in the training curriculum.

Clearly examine how effective the project was in creating businesses after receiving the trainings modules. Analysis will be disaggregated across gender and age groups. The evaluation will also examine the elapse time-frames after finishing the training programme before the trainees established a business, and if possible the evaluation will report the income level associated with each type of businesses.

Examine the success of the project in helping trainees and job seekers to find employment through the Job Centre. The evaluation should also determine the trainees and job seekers level of knowledge concerning their rights at work, and their responsibilities to employers.

Analyse the specific efforts made by the project to involve employers' participation and determine if similar efforts should be replicated in a future phase.

In terms of building synergies, clearly examine how successful the project was at combining efforts to support other ILO projects in South Lebanon (i.e. 'Local Socio-Economic Recovery and Development in War Affected Areas in South Lebanon', 'Support to Public Employment Services in Lebanon: Strengthening the Capacity of the National Employment Authority in the South').



Assess if the existing monitoring system for collecting performance data and systematically measuring progress of outcomes and outputs was appropriate.

Assess how effective was the project in creating green jobs, and how sustainable have these jobs been.

The evaluation recommendations should correlate to the 5 main focus areas of the evaluation, (effectiveness, efficiency, relevance, impact and sustainability) and the related key questions.

### **Methodology**

The international evaluator will be requested to present a detailed evaluation methodology and an evaluation plan integrated into an Inception Report based on the suggested analytical framework and the desk review. This will be approved by the Regional Monitoring and Evaluation Advisor.

While the evaluation will be strictly external and independent in nature, the exercise will seek to be participatory, engaging to the possible the staff who worked under the Project, partners, beneficiaries and other stakeholders. The evaluation will include, but is not restricted to the following:

The Inception Report will be compiled in home-country of the consultant and written from project documents and materials provided by the ILO Regional Office for Arab States.

Presentations from available staff, key stakeholders and partners who worked under the Project explaining the process, methodology, objectives and principles of the evaluation.

Interviews with staff, project partners, constituents and key project stakeholders who worked under the Project.

Phone Interviews with ILO HQ and meetings with relevant focal points in the ILO Regional Office for Arab States.

Presentation of findings and recommendations to selected stakeholders and partners upon completion of the Evaluation Report.

### **Main Outputs**

The expected outputs to be delivered by the international evaluator are:

**Evaluation Inception Report including statement of methodology** - these statements are requested from the evaluator before proceeding with the full-fledged evaluation exercise. The Inception Report should detail the evaluators' understanding of what is being evaluated and why; it should articulate how each aspect of the evaluation will be addressed by way of proposed methods, proposed sources of data and data collection procedures. The Inception Report should detail the evaluation methodology, a proposed schedule of tasks, activities and deliverables, and designate a team member with the responsibility to lead each task or product. The evaluation Inception Report and evaluation methodology will need to be submitted, and approved, prior to the start of the evaluation exercise.

**Draft Evaluation Report** - the Regional Monitoring and Evaluation Advisor, the ROAS Programme Unit and key internal stakeholders will review the Draft Evaluation Report to ensure that the exercise meets the required criteria. Special attention will be given to the quality and quantity of recommendations.



**Final Evaluation Report and cover page** — the final report should include key project and evaluation data<sup>10</sup>, and follow the structure noted below:

Executive Summary

Description of the Project

Purpose, Scope and the Clients of the Evaluation

Methodology

Implementation Review

Clearly identified findings for each criterion

Conclusions

Recommendations (including tracking table with relevant follow-up responsibilities)

A statement addressing lessons learned, good practices and effective models of intervention drafted in user-friendly language for publication and circulation to a wide audience.

Summary of potential areas for further investigation and implications for global/regional strategies.

Annexes, including TORs, persons contacted, etc.

Standard evaluation matrix

Summary evaluation report according to ILO guidance.

**Stakeholder Workshop** - To be facilitated by the independent evaluator. The stakeholder workshop is held at the end of the evaluation process to present and validate findings and recommendations. The workshop should include national constituents and other stakeholders involved in the evaluation process as well as ROAS management (RD, CRPU, CRISIS Specialist, and the ROAS M&E Advisor).

The Final Report will be circulated to 'key stakeholders' for their review (those participants present at the stakeholder workshop will be considered 'key stakeholders'). Comments from the key stakeholders will be consolidated by the ROAS Regional Monitoring and Evaluation Advisor and provided to the international evaluator. In preparing the Final Report the international evaluator should consider these comments, incorporate them as appropriate and in the case of omission, provide a brief note explaining why the comments were not incorporated.

### **Management Arrangements, Work Plan and Timeframe**

The evaluation will be conducted by a senior international evaluator and a national evaluation consultant. The ILO Regional Office in Beirut and the project management will be responsible for providing all logistic support to facilitate the evaluation process. The evaluation will be managed by the Regional Monitoring and Evaluation Advisor at ROAS Beirut.

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<sup>10</sup>The template will be provided by the ROAS M&E Advisor.



## **Evaluation Team and Responsibilities**

The Evaluation Team will consist of the chosen international independent evaluator and a national evaluation consultant. The Evaluation Team is responsible for conducting the final evaluation, as per the Terms of Reference.

### **The International Independent Evaluator Responsibilities**

Review the TOR and provide input, as necessary;

Review all project documents and materials; this task includes a comprehensive review of the following documents:

Project Document

Project document, March 2008

Progress Reports covering the periods 2008, 2009 and 2010

2008, 2009, 2010 and 2011 related Work plan

Related needs assessment and surveys conducted

Prepare an Inception Report including the evaluation methodology, instruments and plan

Reserve two-weeks for a field mission, including induction and interviews with direct and indirect stakeholders, and other methodological components the Evaluation Team might choose to apply

Conduct a debriefing on preliminary findings, conclusion, and recommendations of the evaluation with key stakeholders in the form of a workshop

Draft an Evaluation Report and finalize it based on comments from stakeholders

### **The National Consultant Responsibilities**

Review the project documents, progress reports and the final evaluation TOR in order to become fully familiar with the strategy and objectives of the project

When possible gather all relevant project's information and data, including quarterly work plans, training materials, etc.

Review the documentation prepared by the Evaluation Team Leader and provide support and logistics when organising meetings, interviews and Focus Group Discussions with relevant project's stakeholders;

Coordinate and administer mini-survey if requested by the Evaluation Team Leader.

Contribute to the design of focus group discussions with beneficiaries and possibly others, facilitate and report on these discussions

Provide interpretation when necessary

Provide national perspectives in the evaluation process

Support and facilitate stakeholders' workshop (including minutes of the workshop in consultation with the international evaluator)

Participate in the formulation of the main findings, conclusions and recommendations of the mission



Provide inputs to the draft report in consultation with the Team Leader.

### **The Regional Monitoring and Evaluation Advisor Responsibilities**

Drafting the final evaluation TOR

Finalizing and approving the TOR with input from the stakeholders and the independent evaluator

Organize relevant documentation

Ensuring proper stakeholder involvement

Providing Project background materials and information

Providing logistic and practical support, as needed

Participating in preparatory meetings prior to the evaluation mission

Assist in the implementation of the evaluation methodology, as appropriate and in such a way as to minimize bias in evaluation findings (i.e., participate in interviews, review documents)

Coordinating exchanges of comments of the Evaluation Team with the partners during the evaluation

Circulate draft and final report to stakeholders

Reviewing and providing comments on the evaluation report

Participating in debriefing on findings, conclusions, and recommendations of the final evaluation

Ensure follow-up on the evaluation recommendations

### **The Chief Regional Programming Services Responsibilities**

Reviewing the TOR and providing input, as necessary

Provide a briefing to the Evaluation Team on the project's background, history, and highlight issues to be considered

Participating in debriefing/ workshop on findings, conclusions, and recommendations of the final evaluation

Reviewing and providing comments on the draft Evaluation Report

### **The Chief Technical Advisor Responsibilities**

Reviewing the TOR and providing input, as necessary

Provide project background materials and collect information

Participate in preparatory meetings prior to the evaluation mission

Provide logistical and practical support, as needed

Coordinate exchanges of information between the Evaluation Team and the project's partners.

Assist in the implementation of the evaluation methodology, as appropriate and in such a way as to minimize bias in evaluation findings (i.e., participate in interviews, review documents)

Participate in debriefing on findings, conclusions, and recommendations of the final evaluation



Reviewing and providing comments on the Evaluation Report

### Estimated Duration of the Evaluation Exercise

The total duration of the evaluation process is of 22 working days. The expected starting date of the evaluation is estimated 14 February 2011. The final report should be submitted no later than 30 March 2011, while the draft report is expected no later than 10 March.

**Table 1: The Evaluation timetable and schedule**

Responsible Person	Tasks	Timeline
International Evaluator	Distance briefings (with project team, Programme Unit, Crisis Specialist, M&E Advisor, national consultant etc..) Desk review of project documents. Submission of evaluation inception report, including evaluation's methodology and instruments	3 days
International Evaluator with the project staff logistical support.	Two weeks for field mission including induction and interviews with direct and indirect stakeholders Conduct debriefing on findings, conclusion, and recommendation of the evaluation with Key stakeholders in the form of a workshop	12 days
International Evaluator	Draft Report	5 days (1 to 5 March)
Regional Monitoring and Evaluation Advisor	Circulate draft report to key stakeholders Consolidate comments of stakeholders and send to international evaluator.	10 days
International Evaluator	Integration of comments and finalization of the report.	2 days

### Qualifications

The international evaluation consultant shall have:

Relevant background in Social and Local Economic Development and the TVET systems

At least 10 years experience in the design, management and evaluation of development projects

Experience in evaluations in the UN system, preferably as Team Leader

Relevant regional experience, preferably working in Lebanon

Fluency in spoken and written English and strong editorial skills in English are necessary

Experience in facilitating workshops for evaluation findings

The background of the national consultant should include:

Relevant background in Social and Local Economic Development and Value Chain Approaches

Experience in the design, management and evaluation of development projects

Technical knowledge of local economic development or agricultural development projects

Fluency in Arabic and English

Experience in facilitating workshops for evaluation findings



## Appendix 2: List of persons or organizations interviewed

### Program of the "Skills Development, Employment Services and Local Economic Recovery for the Construction Sector in South Lebanon" Evaluation March 11 – 25, 2011.

Date		Time	Meeting with: (Description)	Location
<b>Friday 11 March</b>				
1	Friday 11 March	08h30 – 09h00	<b>Discussion with Regional M&amp;E Advisor</b> Laetitia Weibel	Regional Office
2	Friday 11 March	9h00 – 10h00	<b>Discussion with Chief, Regional Programming Services</b> Jean Francois Klein, <b>Programme Officer:</b> Rasha Tabbara	Regional Office
3	Friday 11 March	10h00 – 11h	<b>Bilateral discussion with project team</b> Abdelhamid Kalai and Joumana	Regional Office
4	Friday 11 March	11h – 12h00	<b>Round table discussion to clarify evaluation's expectation.</b> (Abdelhamid Kalai, Joumana, Mary Kawar, Rania Bikhazi, Julien Magnat, Walid Hamdan, Simel Esim Rasha Tabbara, Jean Francois Klein, Laetitia Weibel)	Regional Office
5	Friday 11 March	12h00- 13h00	<b>Bilateral discussion with Skills and Employability Specialist:</b> Mary Kawar	Regional Office
6	Friday 11 March	13h00- 14h00	<b>Bilateral discussion with SME Specialist:</b> Rania Bikhazi	Regional Office
Lunch break				
7	Friday 11 March	14h30- 15h30	<b>Bilateral discussion with Programme Officer:</b> Rasha Tabbara	Regional Office
8	Friday 11 March	15h30- 16h00	<b>Bilateral discussion with Crisis Specialist:</b> Julien Magnat	Regional Office
9	Friday 11 March	16h – 16h45	<b>Bilateral discussion with Khalil Asmar:</b> Baseline consultant and member of the evaluation team	Regional Office
Travel to Tyre- Rest House Hotel				





Saturday 12 March				
10	Saturday 12 March	10h00-11h00	<b>Mr. Ali Harb</b> PAC member	Nabatiyeh
11	Saturday 12 March	12h30-13h30	<b>Dr. Maha Jebaa, PWD welfare association Sarafand</b>	Sarafand
12	Saturday 12 March	15h00-16h00	<b>Dr. Fayad Hussein,</b> Veteran of VET in Lebanon and ILO consultant	Tyre- Rest House
13	Saturday 12 March	16h00-17h00	<b>Mr. Adnan Dhaini, PAC member representing the Industrialists</b>	Tyre- Rest House
Monday 14 March				
Travel from Tyre to Beirut on Monday 14 March early morning at 6h45 am				
14	Monday 14 March	8h30-9h30	<b>Mr. Ziad Sayegh,</b> Advisor for Minister of Labor	Beirut, Badaro
15	Monday 14 March	10h00-12h00	<b>Dr. Leila Fayad,</b> Director of CRDP <b>Oussama Ghneim,</b> Head of Training Department. Working on Curricula development	Dekweneh Beirut
26	Monday 14 March	14h00-15h00	<b>Gregor</b>	Beirut
17	Monday 14 March	16h00-17h30	AUB <b>Mr. Rabih Shibli,</b> Community Projects Leader and consultant for Rapid Labor Market Survey	Beirut, AUB Hamra
Back to Tyre- Rest House Hotel				
Tuesday 15 March				
Travel from Tyre at 8h45 to Sarafand (30mn drive)				
18	Tuesday 15 March	9h30-10h30	<b>Mr. Nabih Mrad,</b> Director of VET Institution in Sarafand <b>&amp; Mr. Haidar Younes,</b> Supervisor of Training sessions	Sarafand
19	Tuesday 15 March	10h30-11h30	Trainers and Trainees in Sarafand	Sarafand
20	Tuesday 15 March	11h30-12h30	Focus Group with trainees all type	Sarafand
21	Tuesday 15 March	12h45-13h15	Visit to a site where trainees are working	Sarafand



22	Tuesday 15 March	14h00-15h00	Meeting with Trainees in Saida	Saida
23	Tuesday 15 March	15h00-15h45	Meeting with Mazen and his mom, trainee with special need who is planning to start his business and who attended BMT	Saida
24	Tuesday 15 March	15h-45-16h30	Meeting with Trainers	
25	Tuesday 15 March	16h30-17h00	Meeting with KAB trainer in Saida	
26	Tuesday 15 March	17h00- 18h00	<b>Mr. Adham Kobrosly</b> , Director of VET Institution in Saida & <b>Mr. Hussein Fayad</b> , Supervisor of Training sessions	Saida
Back to Tyre- Rest House				
<b>Wednesday 16 March</b>				
Travel to Beirut Wednesday 16 March at 8h00				
27	Wednesday 16 March	09h00-09h45	Mr Mohamed Rammal, Head of Department MoL and PAC Chairman	MoL Beirut
28	Wednesday 16 March	10h00-11h00	DGVET <b>Botros Kheir</b> , VT Division and PAC member- Direct Partner	Dekweneh Beirut
30	Wednesday 16 March	11h00-12h00	DGVET <b>Tony Rashed</b> , Curricula committee and working on Curricula development	Dekweneh Beirut
31	Wednesday 16 March	14h00-15h00	Meeting with Gender Specialist	ILO Beirut
32	Wednesday 16 March	15h00-15h10	Meeting with Workers specialist (canceled)	Hazmieh
33	Wednesday 16 March	17h00-18h00	<b>Dr. Sobhi Shaheen</b> Minister of Education Advisor	Ministry Of Education Beirut
Back to Tyre Rest House				
<b>Thursday 17 March</b>				
Travel from Tyre at 8h00 to Hasbaya				
34	Thursday 17 March	10h00-10h45	<b>Mr. Rafic Najad</b> , Director of VET Institution in Hasbaya & <b>Mr. Haleem Bahdour</b> , Supervisor of Training sessions	Hasbaya



35	Thursday 17 March	10h45-12h00	Trainers and Trainees in Hasbaya Elie	Hasbaya
36	Thursday 17 March	12h30-13h15	<b>Mr. Bassam Lahoud</b> , Director of VET Institution in Marjeyoun & <b>Mr. Alain Said</b> , Supervisor of Training sessions	Marjeyoun
37	Thursday 17 March	13h15-14h30	Trainers and Trainees in Marjeyoun	Marjeyoun
Back to Tyre Rest House				
<b>Friday 18 March</b>				
Travel from Tyre at 7h30 to Bint Jbeil				
38	Friday 18 March	9h00-09h30	<b>Nada Bazzi, SDC Bint Jbil</b>	Bint Jbil
39	Friday 18 March	9h30-10h15	<b>Mr. Ghassan Bazzi</b> , Director of VET Institution in Bint Jbeil & <b>Mr. Kassem Zein</b> , Supervisor of Training sessions	Bint Jbeil
40	Friday 18 March	10h15-11h30	Trainers and Trainees in Bint Jbeil	Bint Jbeil
41	Friday 18 March	12h30-13h15	<b>Jihad Abbas workshop</b>	Nabatiyeh
<b>Monday 21 March</b>				
Back to Tyre Rest House				
44	Monday 21 March	9h-9h45 JK and AI	<b>Mr. Ibrahim Mohammad</b> , Director of VET Institution in Tyre & <b>Mr. Haidar Kaafarani</b> , Supervisor of Training sessions	Tyre
45	Monday 21 March	9h45-11h15 JK and AI	Trainers and in Tyre Nada ali	Tyre
46	Monday 21 March	11h30-12h30 JK and AI	<b>Ghassan Abu Jahjah, SDC Tyre</b>	Tyre
47	Monday 21 March	13h00-14h00	<b>Mukalled, UNDP. UNRC</b>	Yyre
48	Monday 21 March	14h30-15h30 JK and AI	<b>Mr Hassan Dabbouk, Mayor of Tyre</b>	Tyre



Tuesday 22 March				
50	Tuesday 22 March	09h30-10h15	NEO Job Center in Saida	Saida
51	Tuesday 22 March	10h30-11h15	Job Centre for Employment of Palestinian Refugee	Saida
	Tuesday 22 March	12h00-13h00	Conference call with Christine Evans-Klock Head of skills and employment department in ILO HQ-Geneva	ILO Beirut
52	Tuesday 22 March	14h00-15h00	Jamil Assemaani, Consultant facilitator of BMT training	ILO Beirut
29	Tuesday 22 March	16h00-17h00	DGVET Mr. Ahmad Diab, DG Direct partner	Dekweneh Beirut
Wednesday 23 March				
	Wednesday 23 March	09h00-12-00	Internal mission work: preparing presentation for de-briefing	ILO Beirut
	Wednesday 23 March	12h00-13-00	Maurizio Bussi, Regional Deputy Director	ILO Beirut
	Wednesday 23 March	14h30-17-00	Internal mission work: preparing presentation for de-briefing	ILO Beirut
Thursday 24 March				
53	Thursday 24 March	11h00-1400	Debriefing with stakeholders	Dekweneh Beirut



### Appendix 3: List of publications cited

Baseline (no year given): INTERNATIONAL LABOUR ORGANIZATION Baseline report for ``Skills Development, Employment Services and Local Economic Recovery for the Construction Sector``; Regional Office Beirut,

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GTZ (2007): Knowing what works: Results Monitoring 2007; Evaluation Report on the work of GTZ and its partners 10th cross-section analysis 2006-2007

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Progress Report (2011): INTERNATIONAL LABOUR ORGANIZATION (ILO): MULTI-BILATERAL PROGRAMME OF TECHNICAL COOPERATION, PROGRESS Report on Skills Development, Employment Services and Local Economic Recovery For The Construction Sector in South Lebanon; LEB/07/03M/ITA, April, 2011

KAB (2011): Assessing the short term impact of Know About Your Business (KAB) on the awareness, knowledge and entrepreneurial attitudes of Vocational Training Students in South Lebanon, Project Skills Development, Employment Services and Local Economic Recovery for the Construction Sector in South Lebanon, March 2011 (ILO project internal document)

Kusek/Rist (2004): Jody Zall Kusek/Ray C. Rist: Ten Steps to a Results-Based Monitoring and Evaluation System. A Handbook for Development Practitioners, Washington, 2004 (World Bank)

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ToR (see appendix 1)):Independent Final Evaluation Skills Development, Employment Services and Local Economic Recovery For The Construction Sector in South Lebanon; LEB/07/03M/ITA, Terms of Reference

UNDAF (2010-2014): United Nations Development Assistance Framework: Lebanon 2010-2014, place and year not given

WFB (2011): World Fact Book: CountryProfile Lebanon,  
<https://www.cia.gov/library/publications/the-world-factbook/geos/le.html> 08/03/2011)

WB (2010): Lebanon Country Brief, September, 2010 (<http://www.worldbank.org/lb 16/03/2010>)



## **Appendix 4: List of participants attending the debriefing meeting (24<sup>th</sup> of March 2011)**

### **DGVET**

Botros Kheir. Head of vocational Training and member of the PAC

Tony Rashed: Staff of DG and member of curricula committee, he was part of the curricula development

### **NEO**

Elie Berbari: Head of the VT section in the National Employment Office, he was part of the curricula development

Vocational Training institutions

Mohamed Ibrahim: Director of technical school in Tyre

Ghassan Bazzi: Director of technical Institute in Bint Jbil

Rafik Najad: Director of technical Institute in Hasbaya

Nabih Mrad: Director of technical Institute Al wafa Sarafand

Bassam Lahoud: Director of technical school Marjaayoun

Mohamed Shaaitan: Director of technical Institute Nabatyeh

### **CRDP**

Oussama Ghoneim: Head of VET department in CRDP, he was part of the curricula development

### **ILO ROAS**

Maurizio Bussi: Deputy Regional Director, ROAS

Rania Bikhazi, Technical specialist, Entrepreneurship

Laetitia Weibel, M&E manager ROAS

Rasha Tabbara: Programme Officer ROAS

Gregor Schulz: CTA PES project

Roy Abi Joude, Employment officer, PES project

Lea....???

### **Project team**

Abdelhamid Kalai CTA

Joumana Karame Training officer

Alexandra Irani, Entrepreneurship and micro-credit programme assistant

Tania Massad, Admin & Finance assistant

Ridha Khreis driver

### **Others**

Dr.Fayadh Hussein, ILO consultant



## Appendix 5: Weighting the DAC criteria

### Weighting of criteria

Since it cannot be presumed that all DAC criteria will have the same importance for every project or programme, the criteria are weighted. F. i. the sustainability criterion may play a subordinate role in a measure that provides immediate support to a region hit by a tsunami, and thus receive a lower weighting than in a project/programme that promotes the sustainable use of natural resources by developing the appropriate structures.

The DAC criteria can be weighted at three levels:

weighting 3: 'very important'

weighting 2: 'important'

weighting 1: 'less important'

### Calculated overall rating

First, the evaluator multiplies the weighting of the criterion with his/her rating. To calculate the overall rating of the project/programme, the sum of this multiplication is divided by the sum of the weightings and rounded up or down to the nearest whole figure. This procedure is intended to prevent distortion of the overall rating.





## Appendix 6: Inception Report for the evaluation

Wolfgang Schwegler-Rohmeis

### Independent Final Evaluation

#### Skills Development, Employment Services and Local Economic Recovery for the Construction Sector in South Lebanon

##### Evaluation Methodology and Evaluation Questions

###### Content

Introduction .....	74
1 Evaluation Methodology .....	74
1.1 Document Review: .....	23
1.2 Team Planning Meeting:.....	23
1.3 Individual Interviews and/or Group Interviews:.....	75
1.4 Field Visits:.....	24
1.5 Debriefing in the Field:.....	76
2 Evaluation Questions.....	76
2.1 Cross-Cutting issues .....	77
2.2 Other important issues related to the development measure .....	77
3. Evaluation reporting.....	78
4.Implementation planning .....	79
Annex: Standard Questions of DAC Criteria .....	81



## Introduction

The methodology as well as the main questions for this evaluation had been developed already within the TOR for this mission. The evaluation will follow these terms. In this paper one may find details in the methodology and some short notes on the planning of the evaluation of the project “Skills Development, Employment Services and Local Economic Recovery for the Construction Sector in South Lebanon”.

### 1 Evaluation Methodology

The following methods had been conducted in preparation and during the mission:

#### 1.1 Document Review

The evaluator reviewed project background materials (see also annex 1) before conducting any interviews or trips to the region:

- Country Briefs, National Policy Documents
- Project Documents
- Logical Framework
- Work plans
- TORs
- Progress reports
- Surveys, studies, analytical papers produced
- Reports on specific activities
- Training tools and service packages used and/or produced
- other reports

#### 1.2 Team Planning Meeting

The evaluator recommends having a briefing with the ILO representatives and project team in Beirut. The objective of the meeting is to reach a common understanding regarding the status of the project, the priority assessment questions, the available data sources and data collection instruments and an outline of the final assessment report.



### 1.3 Individual Interviews and/or Group Interviews

Individual or group interviews shall be conducted with the following:

- a. Project Staff, ILO National Coordinators to get an overview on the self-assessment on the project's progress and constraints
- b. Representatives from the following groups:
  - Government staff working closely with the project (esp. Ministry of Labour and Ministry of Education)
  - Project Advisory Committee
  - Employer associations or chambers ( f. i. Association of Lebanese Industrials (ALI) or Jabal Amel (gathering of industrialists in South Lebanon) which shall be relevant partners for the project or at least have somehow contacts with beneficiaries of the project's activities (f. i. gave input to training curriculum, joined examinations of trainings, etc.)
  - Representatives of trade unions or other relevant stakeholders like NGO's, individual experts who have worked with the project
  - Community groups representatives (SDCs, municipalities, VET institutions) who may have a founded assessment on the impact of the project's activities (f. i. trainees)
  - KAB trainers
  - UNDP, other UN agencies which may give information on the integration of the project in the UN families approach in the country
    - Other donors (development partners) working in comparable fields of intervention (f. i. GIZ, YMCA, etc.)
  - Relevant local experts (f. i. selected trainers for the project's activities)

### 1.4 Field Visits:

The evaluation mission needs to have visits on-site with the following institutions or bodies:

- Job Centres (in the south, f. i. in Saida and Tyr) especially to check the state of the affairs related to objective 3 of the project (integrated approach). There shall be opportunities to talk to
  - Staff of Job Centres
  - Clients of job centres



- Former clients (successfully placed people or also people having problems)
- Employers or employers' associations working with the job centres (to assess the cooperation with the private sector)
- Contact to other relevant ILO-projects (f. i. Local Socio-Economic Recovery and Development in War Affected Areas in South Lebanon', 'Support to Public Employment Services in Lebanon: Strengthening the Capacity of the National Employment Authority in the South') to assess the combining efforts (Focus: Objective 3)
- Visits to training providers (public and private/VET centres mandated by ILO) to see the facilities, to assess the quality of the equipment and the staff of the training providers and to assess the ILO interventions from the point of view of training providers (Focus: Objective 1).

It would also be necessary making interviews with trainees or former trainees of the trainings in the construction sector:

- Actual trainees to see the real implementation of such trainings (focus objective 1)
- People who had been placed (after training) to assess the impact of the trainings and the support in finding jobs (focus objective 1)
- Employers or representatives of employers' associations assessing the relevance of the trainings for the real economy. (focus objective 1)

Additionally it will be helpful meeting people being supported in the framework of KAB/BMT (focus objective 3)

- actual trainees to assess the quality of the input of such interventions
- people who have had a successful start-up but also
- people who are just planning their start up or people
- who failed to start their own business

#### 1.5 Debriefing in the Field:

Finally the evaluation team will present preliminary findings/observations, conclusions, and recommendations to the constituents and the ILO field staff in Beirut. It shall be the decision of the ILO which other relevant stakeholders shall be invited to this event.

#### 2 Evaluation Questions

A very detailed list of questions is developed in the ToR and OECD standards for evaluations. These question shall be the guideline for this evaluations, of course with specific



orientations (see annex). The evaluation of the project will be according to the OECD DAC criteria of “relevance”, “effectiveness”, “impact”, “efficiency” and “sustainability”.

For there are limited resources (time, manpower, etc.) to implement this evaluation there will be a strong focus on the key performance indicators. Of course if there is a need the process oriented outputs will be investigated to get a fair assessment of the development of the project.

## 2.1 Cross-Cutting issues

Additionally to mentioned detailed topics in the ToR for the project evaluation it may be possible to analyse other cross-cutting themes are relevant.

### Poverty Orientation

#### Participatory Development/Good Governance

#### Gender equality

is already included but it may be discussed if this aspect is to assessed more prominent

Environmental protection, natural resource conservation, ecological sustainability

guess not necessary

Crisis prevention, conflict transformation and peace-building

Program-oriented joint financing

(Public-Private) **Partnerships** The extent to which the Project’s stakeholders absorbed capacity to address social dialogue.

Human rights (economic, social, cultural and civil/political human rights

Donor co-operation

Note: To which extent these cross-cutting issues shall be included has to be clarified at the very beginning of the evaluation.

## 2.2 Other important issues related to the development measure

### 5.1 (Results-based) monitoring system

This shall be a special point of the evaluation, because the validation of the indicators will depend on a functioning of the monitoring system.

### 5.2 Capacity Development

### 5.3 Indirect or not indented effects of the measure



#### 5.4 Other issues related to the development measure

### 3. Evaluation reporting

The structure of the Final Evaluation Report is determined by the ToR:

1. Executive Summary
2. Description of the Project
3. Purpose, Scope and the Clients of the Evaluation
4. Methodology
5. Implementation Review
6. Clearly identified findings for each criterion
7. Conclusions
8. Recommendations (including tracking table with relevant follow-up responsibilities)
9. A statement addressing lessons learned good practices and effective models of intervention drafted in user-friendly language for publication and circulation to a wide audience.
10. Summary of potential areas for further investigation and implications for global/regional strategies.
11. Annexes, including TORs, persons contacted, etc.
12. Standard evaluation matrix
13. Summary evaluation report according to ILO guidance.

There will be an overall assessment of the project along these criteria which will be presented in a table form like the following (see GTZ Knowing what works, 2007):

(1) Criterion	(2) Rating for criterion	(3) Weighting for criterion	(4) = (2) x (3) Weighted criterion (automatic)
Relevance		X	
Effectiveness		X	
Impact		X	
Efficiency		X	
Sustainability		X	



Average of the weighted criteria 1 – 5	
<p>If effectiveness, impact or sustainability are accorded a numerical rating of "4" or poorer, the overall rating will be downgraded to "4" even if the average is better than "4".</p> <p>Under exceptional circumstances, should the sustainability be less important (weighting "1"), the overall rating will not be downgraded</p>	<p>Yes the overall rating is downgraded</p> <p><b>Or</b></p> <p>No, the overall rating is not downgraded</p>

## Weighting of criteria

Since it cannot be presumed that all DAC criteria will have the same importance for every project or programme, the criteria are weighted. F. i. the sustainability criterion may play a subordinate role in a measure that provides immediate support to a region hit by a tsunami, and thus receive a lower weighting than in a project/programme that promotes the sustainable use of natural resources by developing the appropriate structures.

The DAC criteria can be weighted at three levels:

weighting 3: 'very important'

weighting 2: 'important'

weighting 1: 'less important'

## Calculated overall rating

First, the evaluator multiplies the weighting of the criterion with his/her rating. To calculate the overall rating of the project/programme, the sum of this multiplication is divided by the sum of the weightings and rounded up or down to the nearest whole figure. This procedure is intended to prevent distortion of the overall rating.

Implementation planning

After the preparation phase (3 WD) there will be 12 WD for field mission in Lebanon

WD No	What?	Where?	Comment
1. (Thu 10/3)	Trip to Beirut First meeting of evaluation mission	Beirut Plaza Hotel	
2. (Fri 11/3)	Meeting with the Regional Monitoring and Evaluation Advisor	Beirut	Discussion on Mission Planning and the implementation of field trips
3. (Sat 12/3)	Mission internal discussions and/or discussions with	Beirut	No appointments



	relevant project staff		
4. (Sun 13/3)	Mission internal discussions	Beirut	No appointments
5. (Mon 14/3)	Field trip to South Lebanon	Depending on appointments	Details depend on arrangements with partners and will be duly appropriated
6. (Tue 15/3)	Field trip to South Lebanon	Depending on appointments	Details depend on arrangements with partners and will be duly appropriated
7. (Wed 16/3)	Field trip to South Lebanon	Depending on appointments	Details depend on arrangements with partners and will be duly appropriated
8. (Thu 17/3)	Field trip to South Lebanon	Depending on appointments	Details depend on arrangements with partners and will be duly appropriated
9. (Fri 18/3)	Mission internal discussions	Depending on appointments	No appointments
10. (Sat 19/3)	Mission internal discussions	Depending on appointments	No appointments
11. (Sun 20/3)	Field trip to South Lebanon	Depending on appointments	Details depend on arrangements with partners and will be duly appropriated
12. (Mon 21/3)	Field trip to South Lebanon	Depending on appointments	Details depend on arrangements with partners and will be duly appropriated
13. (Tue 22/3)	Preparing the presentation of the de-briefing	Beirut	Details depend on arrangements with partners and will be duly appropriated
14. (Wed 23/3)	Preparing the presentation of the de-briefing	Beirut	No appointments
15. (Thu 24/3)	De-briefing	Beirut	No appointments
16. (Fri 25/3)	Flight back		

The **division of labour between the international independent evaluator and the national consultant** shall concur with the responsibilities recommended in the ToR.





The national consultant will especially check the monitoring system and its implications for the progress of the project's objective achievement (i. e. the dimension of effectiveness). Further he shall be responsible for the assessment of the gender aspects and the social dialogue activities.

Such a labour division does not implicate a parallel working of the mission team. The evaluation as a whole shall be conducted in an integrated approach within the mission team.

## **Annex: Standard Questions of DAC Criteria**

### **Relevance**

Relevance means the extent to which the aid activity is suited to the priorities and policies of the target group, recipient and donor. In evaluating the relevance of a program or a project, it is useful to consider the following questions:

1. To what extent are the objectives of the program still valid?
2. Are the activities and outputs of the program consistent with the overall goal and the attainment of its objectives?
3. Are the activities and outputs of the program consistent with the intended impacts and effects?
4. Appropriateness of the project design: Is the design of the project appropriate in relation to the ILO's strategic and national policy frameworks? Is intervention logic coherent and realistic to achieve the planned outcomes? Are the activities supporting objectives (strategies)? Are indicators useful to measure progress?

### **Effectiveness**

Effectiveness is a measure of the extent to which an aid activity attains its objectives. In evaluating the effectiveness of a program or a project, it is useful to consider the following Questions:

1. To what extent were the objectives achieved / are likely to be achieved?
2. What were the major factors influencing the achievement or non-achievement of the objectives?
3. Extent of progress to date: What progress has the project made towards achieving its immediate objectives as per the relevant outcome indicators? To what extent is the project contributing to: the direct beneficiaries' needs? How well does it complement other ILO projects in the countries and/or other donors' activities?

b) Mainstreaming tripartism and social dialogue



- c) Mainstreaming gender approach with a special focus on equal access of young women and men to employment opportunities, skills and entrepreneurial training
  - d) Partnerships and interagency cooperation with the UN family.
4. Has there been any additional demand for youth employment services created by the project? If so, would it be feasible to meet such demand within the time frame of the project? How would that influence/strengthen the outcomes?
  5. What are the main lessons learned, good practices, innovations? To what extent are best practices documented or should be documented better?

### **Efficiency**

Efficiency measures the outputs -- qualitative and quantitative -- in relation to the inputs. It is an economic term which signifies that the aid uses the least costly resources possible in order to achieve the desired results. This generally requires comparing alternative approaches to achieving the same outputs, to see whether the most efficient process has been adopted. When evaluating the efficiency of a program or a project, it is useful to consider the following questions:

1. Were activities cost-efficient? Was the program or project implemented in the most efficient way compared to alternatives?
2. Were objectives achieved on time?
3. Is the project implemented as planned? If not, why?
4. Are there any areas where difficulties are being experienced? What are the reasons?  
Are there any alternative strategies which would be more effective?
5. Are the resources used in an efficient manner?

### **Impact**

The positive and negative changes produced by a development intervention, directly or indirectly, intended or unintended. This involves the main impacts and effects resulting from the activity on the local social, economic, environmental and other development indicators. The examination should be concerned with both intended and unintended results and must also include the positive and negative impact of external factors, such as changes in terms of trade and financial conditions.

When evaluating the impact of a program or a project, it is useful to consider the following questions:

1. What has happened as a result of the program or project?
2. What real difference has the activity made to the beneficiaries?



3. How have stakeholders been involved in the implementation? Are constituents satisfied with the quality of tools, technical advice, training and other activities, delivered by the project? Have there been any resulting changes in constituents' capacities to create an enabling policy environment for youth employment? Have there been changes in constituents' capacities to institutionalize employment and self-employment service packages?
4. How many young men and women benefitted from the project, e.g., have been trained, employed, improved skills, etc.? (based on gender disaggregated statistics, if available, and/or anecdotal information)
5. How many people have been affected (directly? Indirectly?)?

### **Sustainability**

Sustainability is concerned with measuring whether the benefits of an activity are likely to continue after donor funding has been withdrawn. Projects need to be environmentally as well as financially sustainable. When evaluating the sustainability of a program or a project, it is useful to consider the following questions:

1. To what extent did the benefits of a program or project continue after donor funding ceased?
2. What were the major factors which influenced the achievement or non-achievement of sustainability of the program or project?
3. What is the likelihood of sustainability of outcomes? Are the national partners able to continue with the project after its completion (capacity of people and institutions, laws, policies)? What more should be done to improve sustainability?

### **Project Management**

The project management is one of the most important factors of success of a project development. The 'questions of examination' below had been used investigating this dimension:

1. Is it 'Goal oriented' (esp. constituents are able to analyse and use LM data, sustainable service provision, tripartite formulation and steering of Youth Employment Strategies)?
2. Are the management arrangements effective?
3. Has the project received adequate technical and administrative support from the ILO and partners?
4. Functionality of National Project Steering Committees



5. Gender balance in management structure, working groups, SC
6. Networking
7. Knowledge sharing
8. Is staffing adequate and followed by adequate financial means?

### **Assumptions and risks**

1. Which assumptions had been not correct?
2. Are there any relevant new risks?
3. Specific risk management?

### **Cross Cutting issue: gender aspects of the project**

According to the TOR (see annex 2) the following questions had been relevant:

1. Does the project have a specific objective on gender equality and gender mainstreaming? Describe briefly the project's gender component if any.
2. Does the project have a special gender allocation in terms of financial resources? In which purposes this allocation was mainly used for?
3. What activities have so far been undertaken to mainstreaming gender by the project?
4. Have specific studies and analyses of gender issues, in relation to the subject, been used?
5. Has the project obtained technical advice on gender equality issues (e.g. from local gender experts, ILO gender specialists, ILO Bureau for Gender Equality or other)?
6. Has the project adapted or used available tools on gender equality?
7. Have women-specific or men-specific activities been designed and implemented to enable women and men to participate in and benefit equally from the project?
8. How does the project's monitoring and evaluation system measure explicitly any differential effects on women and men, girls and boys?
9. Has the project collected relevant data disaggregated by sex?
10. Describe briefly how the project has established mechanisms for knowledge sharing and inter-linkages with other projects on activities related to gender equality.

### **Cross Cutting issue: Social dialogue component of the project**

According to the TOR (see annex 2) the following questions had been relevant:



1. Have the tripartite constituents been consulted on policy and technical matters relating to the execution of the project and in order to ensure coordination with other national efforts?
2. Are there arrangements in place to ensure an equal dialogue on project related matters among the government, workers' and employers' organizations?
3. Are workers' and employers' representatives provided with an opportunity to express their views and share perspectives in order to influence dialogue on project-related issues/ matters?
4. Have the tripartite constituents been receiving regular updates on project progress (i.e. progress reports, studies, research reports)?
5. Have the constituents been involved in project activities?
6. Has the project used their advice and recommendations to fine tune its plans of action and approach? Have the priorities of the project partners been taken into consideration?
7. Have activities been undertaken to strengthen the constituents' capacity to handle project related issues after the project completion?
8. Does the project's monitoring system measure constituents' capacity building outcomes of the project's activities?



## Appendix 7: Rainer Külker Result Based Monitoring

Source: [www.tgpsh.or.tz/uploads/media/RBM\\_Wolfhard.ppt](http://www.tgpsh.or.tz/uploads/media/RBM_Wolfhard.ppt)

27.04.2011

# Result Based Monitoring

With courtesy of Rainer Külker — RBM Consultant

## Introduction

- RBM helps all stakeholders to pay attention to the results and impact of their activities
- RBM avoids undesirable development during Programme implementation
- RBM can help to explain how taxpayers money is used



## Introduction (2)

- RBM is a monitoring tool
- It was introduced by many technical agencies because of “public pressure”
- The method is based on the GTZ approach and GTZ-guidelines
- There are very few practical examples so far

## “Results Based Monitoring in the TGPSH”

- Over a period of 4 months
- August 2008: one day workshop attended by most the TGPSH technical staff
- During this workshop, the methodology for Results Based Monitoring (RBM) has been revised and adapted
- 31 outputs have been defined and worked out in details by the component teams
- Emphasis on: specific results chains and positive and negative hypotheses (risks) for each link of the results chains



## Outputs and Cross-Cutting Issues

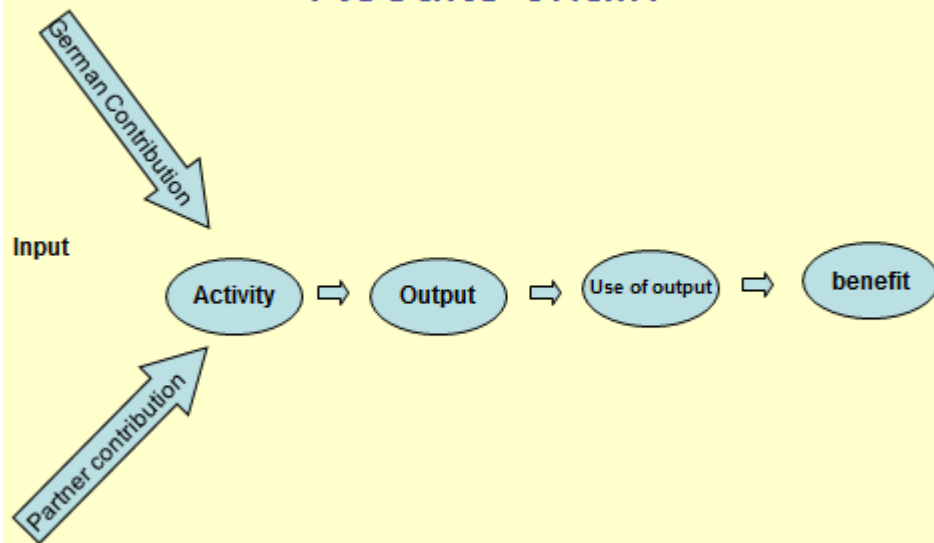
- Is the output related to equity and poverty?
- How is the output related to the MDG?
- How is the output related to gender sensitivity?
- Relationship to human rights
- How is the output related to mainstreaming of HIV/AIDS?

## Methodology

Common understanding  
of terms and concepts...



## Results chain



## Activity...

- Programme and partner's contributions together (inputs) are needed for activities...
- Example: Office provided by the RHMT, equipment and staff contributed by the technical agency = office activities



## Output

- is usually the result of several activities

### Example:

Output: Supervision-Checklist:

#### Activities:

- To decide on the concept with stakeholder
- To work out a first draft
- To approve the final version
- To print and distribute the checklist

## Use of the output

- Partner/target group uses the output in order to improve their services/life

### Example:

- The supervision checklist is used
- Referral guidelines are used
- A new accounting system is used



Benefit is divided in....

- Direct benefit
- Indirect benefit

The following terms are interchangeable

- Direct benefit =
- Outcome =
- Objective (of the component/programme)



## Direct Benefit

- Direct Benefit/ outcome represents the component goal

### Example:

The decentralized district health services in the Tanga, Lindi, Mtwara and Mbeya region deliver efficient and comprehensive service provision tailored to the needs of the population.

## Indirect benefit

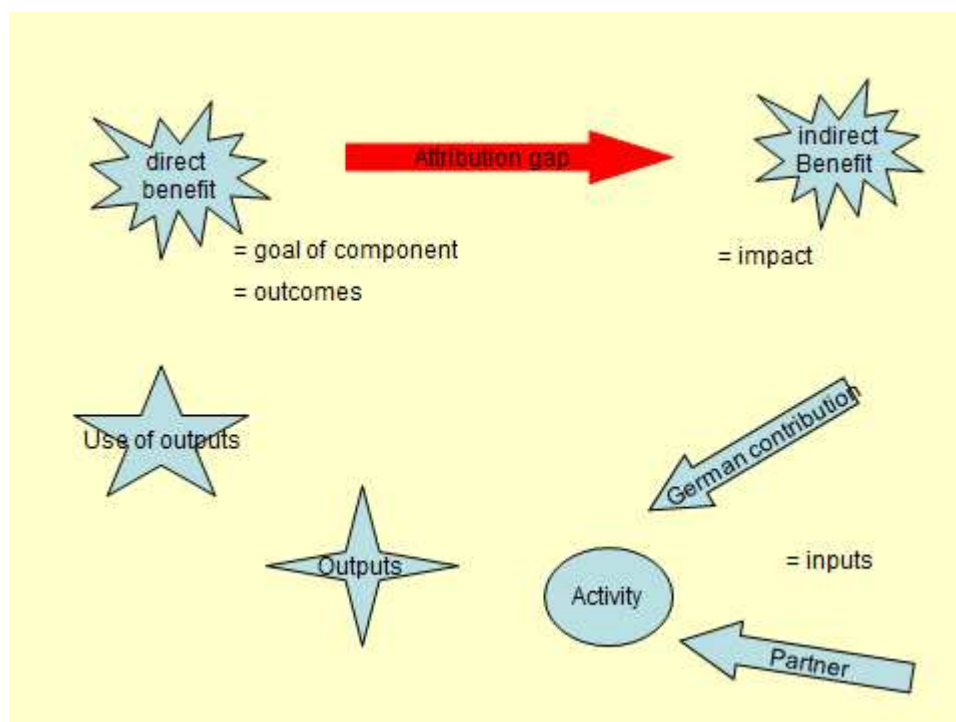
Indirect benefit = impact

- Projects and programmes aim to generate impacts beyond the objectives level, and these are usually the ultimate reason for the intervention.

### Example:

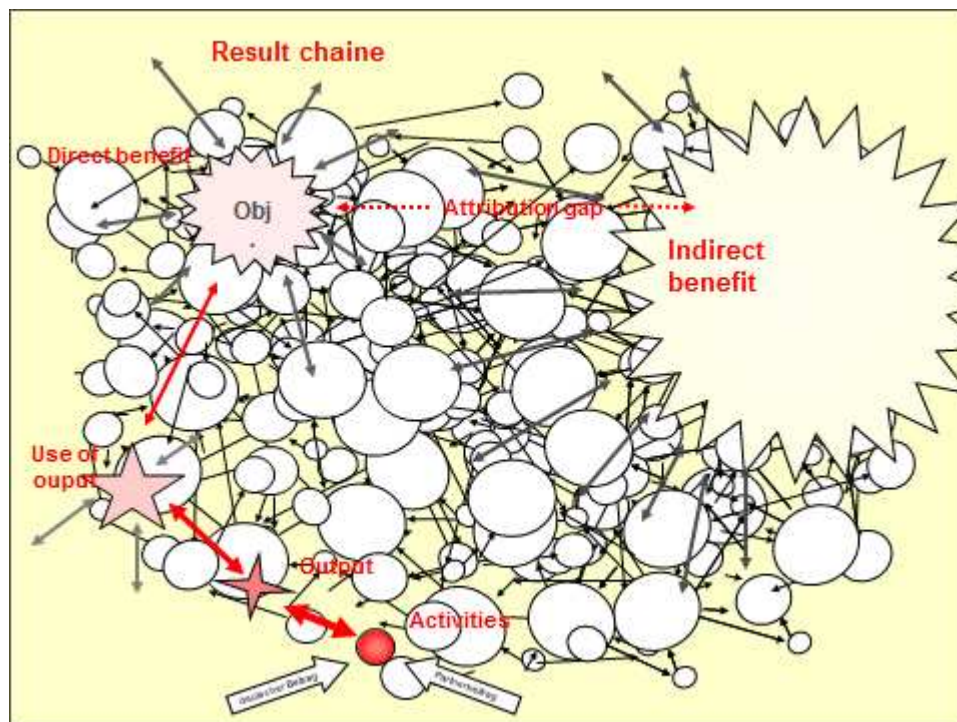
- Health status of high-risk population groups and highly disadvantaged selected population groups improved.

# The results model



## Note

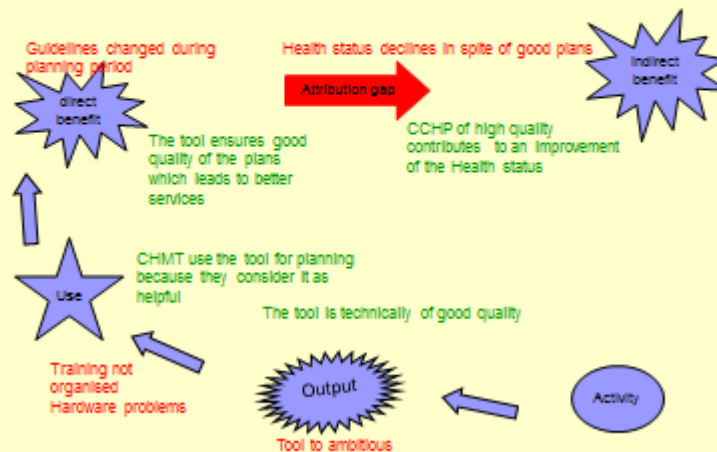
Often a causal relationship between “direct and indirect benefits” is not evident, because so many different actors/factors are involved



.....but

“GTZ expects its managers to provide plausible hypothesis on the programme’s contributions to overarching development results”

## Methodology





## Methodology

**According to the guidelines, RBM consists of six steps, as follows:**

1. Identification of Systems Boundaries
2. Agreement on the Purpose of and Procedures for Results-based Monitoring
3. Agreement on Results Hypothesis
4. Indicators review and Definition of milestones
5. Data survey
6. Using monitoring results

### Step 1: Identification of Systems Boundaries

*Questions to be answered:*

- Where do the programme activities end and the programme outputs begin?
- Who is directly involved in generating those outputs?
- Who will utilise those outputs?
- Which outcome will be created and for whom?



## Step 2: Agreement on the Purpose of and Procedures for RBM

### *Questions to be answered:*

- What interests/expectations do the stakeholders associate with the RBM system?
- How much time and what financial and human resources are available for monitoring?
- Are RBM approaches that might be used here already available elsewhere?

## OUTPUTS (mid-term defined)

- |   |   |
|---|---|
| 1. The planning tool "CCHP-sure"  | 16. Methodology to establish CHSB   |
| 2. Tanzanian Quality Improvement Framework  | 17. Service agreement   |
| 3. Indicator Monitoring Tool  | 18. Community Health Funds  |
| 4. HCTS-District-Approach   | 19. Health Financial Management   |
| 5. Print material and videos on RH topics in Kiswahili for young people are available | 20. Modular course for CHMTs  |
| 6. Peer education in primary schools  | 21. Health resource centres, chezasalama and CD-ROMs                              |
| 7. Activities with out-of-school youth  | 22. MuHEF (website and CD-Rom)  |
| 8. Theatre for Development  | 23. MPH-Course  |
| 9. Exchange with traditional initiators   | 24. Counselling Services  |
| 10. Community Based Reproductive Health Services                                      | 25. Training of subject teachers  |
| 11. Training in family planning   | 26. School community approach   |
| 12. Post abortion care  | 27. National strategies / policies  |
| 13. The mapping and CS assessment tool for CSOs                                       | 28. Support package for the roll out of the modular training course               |
| 14. Methodology to put in place WPPs  | 29. Human Resource Development Plan in the Health Sector                          |
| 15. Mbeya approach to fight HIV/AIDS  | 30. Human Resource emergency plan in Lindi and Mtwara                             |
|   | 31. Capacity building and institutional development of the ZTC in Mbeya in Mtwara |

## Step 3: Agreement on Hypothesis = key activity of RBM

### *Questions to be answered:*

- Is the output currently used?
- Will the output contribute to the indirect and direct benefit of the Programme?
- How big is the attribution gap?
- Is the output related to
  - poverty reduction
  - Achievements of the MDG
  - Gender sensitivity
  - Human rights in Health
  - HIV/AIDS Mainstreaming

Output 1: The planning tool "CCHP-sure"		
From "Output" to "Use of output"	"CCHP-sure" available	The is used for establishing CCHP
Positive Hypotheses		
Negative Hypotheses		
From "Use of output" to "direct benefit"	The tool is used for establishing CCHP	The decentralized district health services deliver efficient and comprehensive service provision tailored to the needs of the population
Positive Hypotheses		
Negative Hypotheses		
From "direct benefit" to "indirect benefit"	The decentralized district health services deliver efficient and comprehensive service provision tailored to the needs of the population	Health status of high-risk population groups and highly disadvantaged selected population groups improved.
Positive Hypotheses		
Negative Hypotheses		
Comment on the attribution gap		
Comment on the hypotheses including possible need for further studies		
Is the output related to equity and poverty?		
How is the output related to the MDG?		

#### Output 1: The planning tool "CCHP-sure"

Planning is one of the annual key activities of the Council Health Management Teams (CHMT). Planning has to be done according to planning guidelines, which stipulates a lot of rules, regulations and ceilings. Furthermore money has to be allocated to different cost-centers and the plan is expected to be comprehensive. This means that all sources of funds should be reflected, that activities planned should be covered by the Tanzanian Health Package and that - last not least - all providers benefit from the allocated resources. Consequently, the annual plan becomes a document, which is difficult to establish. TGPSH together with the RHMT – Tanga have developed an EXCEL based tool, which facilitates planning considerable. This tool is called "CCHPS-sure" which stand for "Comprehensive Council Health Plan – sure"

From "Output" to "Use of output"	CCHP-sure available	The tool is used for establishing CCHP
Positive Hypotheses	The tool improves the technical quality of the plan significantly	
	The tool will be appreciated by the districts because planners save a lot of time	
Negative Hypotheses	The current IT infrastructure in the districts is not appropriate to introduce the tool	
	Computer literacy is pure; planners are not able to use the tools	
Comment on the attribution gap	Districts are using the tool since 3 years. A positive feedback is prevailing. Districts are demanding the tool. Consequently, there is no attribution gap at this level	

## Step 4: Indicator review respective Indicator development

## Step 5: Conduct Data Survey

- HMIS- quality of data!!
- Can also include specific operational research in case important hypotheses are to be verified
- Information can be used for step 6



## Step 6: Using Monitoring Results

Method used in TGPISH:

- All tables to be checked twice a year
- Monitoring results (studies, indicators) are used to adjust planning

## Limitations

- Assessment of the result chain was only started at the step “output”.
- Partner only partially involved.
- Whole approach is time-consuming

## Major Findings

- TGPSH adheres to the national impact indicators
- Decrease of infant mortality (from 99 to 68/1000) contrasts with the remaining high maternal mortality (587/100.000 live births)
- A majority of TGPSH indicators can be achieved by the end of current phase
- Some indicators = too ambitious, to be revised (5, 6, 11, 12, 17), e.g. *Regarding children younger than 5 years, the malaria mortality in hospitals decreases from 12% to 8% (6);*

## Major Findings (2)

- All outputs are either already used by the partner or use by the partners is very likely.
- The important question remains whether the developed outputs will be continuously used when the Programme comes to an end.
- All outputs in use have been qualified by the components as contributing to the direct benefit (component goal) and to the indirect benefit (Programme goal).
- Assessment may be biased; external/ outsider view is lacking



## Major Findings (3)

- More or less important attribution gaps are prevailing for all outputs.
- A sole output is never sufficient to reach the component's goal.
- The whole of all outputs for one component represents a bundle of activities and strategies for which the attribution is much less important.
- The majority of outputs are categorized as "poverty and equity related", 3 out of 31 are considered as neutral in regard to poverty and none was qualified as "poverty increasing"
- 27 out of 31 outputs are considered as contributing to the MDG

## Major Findings (4)

- 26 out of 31 outputs aim at gender sensitivity,
- 13 address only women and 11 outputs favor both sex
- Most of the outputs (26 out of 31) are expected to strengthen human rights of care seeking patients
- 26 out of 31 outputs are considered as contributing to HIV-AIDS mainstreaming

## Conclusions

- GTZ underlines that RBM is well integrated in the overall management concept of “Capacity Works”
- The planning workshop for phase 3 will be an opportunity to analyse the links of the RBM chains → Project Planning Matrix
- There is a need to analyze the defined outputs by formulating the hypotheses and by evaluating them with regard to poverty, equity, human rights, gender sensitivity and HIV-mainstreaming (*not part of RBM!*)

## Conclusions (2)

- The experience shows that RBM is not yet well routed in the routine of the Programme
- Successful RBM is only possible if all stakeholders are convinced about the contribution to better quality of the outcomes
- There should be a focal person for RBM
- Support by experienced consultant may be needed to strengthen the tool within the daily Programme work

Component: Reproductive Health		
Output 3: Sustainable CBD Services		
From "Output" to "Use of output"	Community based RH services implemented & reach households	Different segments of rural population access RH info & services from CBD
Positive Hypotheses	People in hard to reach rural areas demand RH info and services from their CBD.	
Negative Hypotheses	CBD supply gained knowledge and skills and contribute to make contraceptive use	
From "Use of output" to "Direct benefit"	Different segments of rural population access RH info & services from CBD	Population of the regions cap. adolescents have access to SRH info & services
Positive Hypotheses	Through CBD services population increasingly aware of RH rights and services	
Negative Hypotheses	Provided info & services may not reflect real needs of target population	
From "Direct benefit" to "Indirect benefit"	Population of the regions cap. adolescents have access to SRH info & services	Health status of high-risk/disadvantaged population groups improved
Positive Hypotheses	Availability of quality SRH info and services triggers greater utilization	
Negative Hypotheses	People's welfare depend on other factors beyond access to RH services	
Comment on the attribution gap	Considerable: Well informed clients and quality SRH services preconditions for improved health status, but alone not enough.	
Further studies	Experiences allow us to strongly believe in outputs use of demand	
Related to equity/governance?	Community RH services are accessible to all social strata	
Related to the MDGs?	Link to MDG 4, and 6. Esp. SRH rights for young people, particularly girls.	
Gender sensitivity?	Info and services tailored to address needs of both sexes	
Human rights?	Addresses Sexual and Reproductive Rights	
Mainstreaming HIV/AIDS?	Contraceptive approach approaches sexuality in light of RH, STI, HIV/AIDS and consequently mainstreaming is reflected.	

Component: Comprehensive Multisectoral HIV/AIDS Control Component		
Output 4: Support LGA structures (CMA, YWCA, YWAG, YWAG) for multisectoral response		
From "Output" to "Use of output"	Additional training support needs identified and addressed by YWCA/YSB	Existing LGA structures (AIDS committees at all levels) are utilizing the offered support and improve their work.
Positive Hypotheses	Increasing ownership and ownership by GGT level	
Negative Hypotheses	Insufficient financial resources available to legitimate committees	
From "Use of output" to "Direct benefit"	Existing LGA structures are utilizing the offered support and improve their work.	More people take advantage of available preventive healthcare and use services of multisectoral HIV/AIDS control, provided by state facilities and NGOs.
Positive Hypotheses	Organizing the AIDS committees increases the availability of preventive services for the population	
Negative Hypotheses	Better involvement of various actors leads to better negotiation and results	
From "Direct benefit" to "Indirect benefit"	More people take advantage of available preventive healthcare and use services of multisectoral HIV/AIDS control, provided by state facilities and NGOs.	Improvement of the health status of high-risk population and highly disadvantaged population groups
Positive Hypotheses	Communities participate more in LGA structures, demand their rights and better services which leads to improvement of health for all population groups	
Negative Hypotheses	Rigors and discrimination prevail and hinder people to claim their rights	
Comment on the attribution gap	Large gap: GGT and NGOs might follow additional approaches to improve the health of population, which might contribute to the achievement of MDGs.	
Further studies	Assessment of impact of capacity building, e.g. improved quality of work of AIDS committees	
Equity and governance?	The reduction of HIV burden is a priority reduction in the population. Functional committees on district level, sub-district and ward level, lead to a better involvement of the communities, in particular disadvantaged population groups.	
MDG relation?	MDG 1 and 6	
Gender sensitivity?	AIDS committees at all levels give a voice to women	
Human rights?	Committees follow HIV/AIDS legislation and address stigma/discrimination	
Mainstreaming HIV/AIDS?	LGA structures will plan to address HIV in public and private sector	



Component: District Support, Quality Management		
Output 3: Health care waste management improvement As part of the quality improvement process, a concept on how to handle health care waste management in a hospital has been developed. The concept is not yet fully applied in the Region.		
From "Output" to "Use of output"	Health care waste management system is developed	Functional health care waste management is operational
Positive Hypotheses	Staff, clients, management and communities are happy to see well managed hospital environments. MOHSW advocate infection control	
Negative Hypotheses	The system requires motivated staffs who are highly disciplined in managing health care waste. A sufficient budget is needed for these activities. If HMTs do not observe regulations, the system might not function well.	
From "Use of output" to "Direct benefit"	Functional health care waste management is established and operational	The decentralized health services produce efficient, capacious and needed services.
Positive Hypotheses	Well functioning waste system contributes to the whole health care system	
Negative Hypotheses	May mean more work for staff	
From "Direct benefit" to "Indirect benefit"	The decentralized health services produce efficient, capacious and needed services.	The health status is improved
Positive Hypotheses	Clean hospitals attracts more people contributing to timely treatment	
Negative Hypotheses	Waste management remains a relatively new concept.	
Comment on the attribution gap	The attribution gap is large considering other influencing factors. But even a small element like correct waste disposal is an important one for better quality of care.	
Further studies	None needed	
Related to equity/poverty?	Not directly linked to either equity or poverty	
Related to the MDG?	MDG 6 environment management and reduction of HIV spread	
Gender sensitivity?	The output is not linked to gender	
Human rights?	People have the right to have health services in an environmentally safe setting	
Mainstreaming HIV/AIDS?	When health care waste is well managed, there is a reduction in HIV spread through body fluids contaminated materials and therefore HIV/AIDS is mainstreamed	

Component: Health Financing		
Output 2: Approach to improve the claiming procedures with regard to NHIF-funds		
From "Output" to "Use of output"	Methodology on improved claiming, reimbursement & use of NHIF related funds in place	Staff in the health facilities claim regularly, the NHIF reimburses in time and the funds are used according to needs
Positive Hypotheses	Staff at provider level is motivated to exercise NHIF claiming.	
Negative Hypotheses	Health facilities open their own bank accounts in order to receive directly NHIF funds NHIF does not transfer funds in time to the providers	
From "Use of output" to "Direct benefit"	Staff in the health facilities claim regularly, the NHIF reimburses in time and the funds are used according to needs	Procedures of social security and health financing are used more successfully.
Positive Hypotheses	Client satisfaction among NHIF members is increasing	
Negative Hypotheses	MOHSW does not allow health providers to generate directly NHIF funds	
From "Direct benefit" to "Indirect benefit"	Population of the region e.g. adolescents have access to SRH info & services	Health status of high-risk and disadvantaged population groups improved
Positive Hypotheses	High risk and disadvantaged groups receive in selected areas directly benefits from the NHIF	
Negative Hypotheses	The NHIF does not collaborate with the providers and lowers its reimbursement payments.	
Comment on the attribution gap	The output is only contributing to a certain extent to the improvement of the health status of high risk and vulnerable groups. Attribution gap considerable.	
Further studies	The positive hypotheses are likely to prevail. No further studies needed.	
Related to equity/poverty?	Yes, will contribute to offer equitable access to health care for the poor.	
Related to the MDG?	Related to all health based MDGs.	
Gender sensitivity?	The output has a direct link to gender as services rendered to women (esp. maternal health care) is a priority activity within the NHIF exercise.	
Human rights?	Right to access health care	
Mainstreaming HIV/AIDS?	The output covers HIV/AIDS mainstreaming as related services are integral part of the NHIF service package.	