



# ILO EVALUATION

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*This evaluation has been conducted according to ILO’s evaluation policies and procedures. It has undergone quality control by the ILO Evaluation Office  
This report has been professionally copyedited.*

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## List of abbreviations

<b>AA</b>	administrative assistant
<b>CBT</b>	competency-based training
<b>CTA</b>	chief technical adviser
<b>DACUM</b>	developing a curriculum approach
<b>DAC</b>	development assistance criteria
<b>EU</b>	European Union
<b>FAO</b>	Food and Agriculture Organization
<b>FGD</b>	focus group discussion
<b>GIZ</b>	Gesellschaft für Internationale Zusammenarbeit (German Corporation for International Cooperation)
<b>IDP</b>	internally-displaced person
<b>ILO</b>	International Labour Organization
<b>KAP</b>	knowledge, attitudes and practices
<b>LCRP</b>	Lebanon Crisis Response Plan
<b>M&amp;E</b>	monitoring and evaluation
<b>MEHE</b>	Ministry of Education and Higher Education
<b>MOA</b>	Ministry of Agriculture
<b>MOL</b>	Ministry of Labour
<b>MOSA</b>	Ministry of Social Affairs
<b>NGO</b>	non-governmental organization
<b>NEO</b>	National Employment Office
<b>NPC</b>	national project coordinator
<b>OECD</b>	Organization for Economic Co-operation and Development
<b>OSH</b>	occupational safety and health
<b>PC</b>	project clerk
<b>PSC</b>	Project Steering Committee
<b>PWD</b>	person with a disability
<b>ROAS</b>	Regional Office Arab States
<b>SDG</b>	Sustainable Development Goal
<b>SDO</b>	skills development officer
<b>SOP</b>	standard operating procedure
<b>ToR</b>	terms of reference
<b>TOT</b>	training of trainers
<b>TREE</b>	Training for Rural Economic Empowerment
<b>TVET</b>	technical vocational education and training
<b>UNDP</b>	United Nations Development Programme
<b>UNEG</b>	United Nations Evaluation Group
<b>UNICEF</b>	United Nations International Children's Fund
<b>UNHCR</b>	United Nations High Commissioner for Refugees
<b>UNRWA</b>	United Nations Relief and Works Agency for Palestine Refugees in the Near East
<b>USAID</b>	United States Agency For International Development
<b>VT</b>	vocational training
<b>VASyR</b>	Vulnerability Assessment of Syrian Refugees

## Executive summary

### Background, context and project overview and objectives

The conflict in Syria has produced grave social and economic impacts on Lebanon. Over 1 million Syrian refugees currently reside in Lebanon;<sup>1</sup> including other nationalities, about 1 in every 4 people in Lebanon is a refugee – a proportion unparalleled in the world.<sup>2</sup> While Lebanese labour market conditions were already dire before the Syrian crisis, the effect of this crisis on the labour market, particularly on youth, is of tremendous concern. Some 34 per cent of Lebanese youth are unemployed, and in 2009 over 18 per cent of 15–19-year-olds were economically active,<sup>3</sup> suggesting that families may be maximizing their livelihoods by prematurely limiting the education of their children and sending them to work, meaning they are likely to remain in low-skilled informal work in competition with refugees. As a result, many young people are willing to leave Lebanon in search of better employment opportunities, and 37 per cent would like to emigrate.<sup>4</sup>

The Lebanese labour market is characterized by: (a) low levels of job creation, particularly in value-added sectors, resulting in a shortfall of jobs for qualified workers; (b) significant numbers of workers engaged in the informal sector; (c) important in-migration and forced displacement from other parts of the region, particularly Syria; (d) out-migration of many young Lebanese skilled workers; and (e) strong occupational segregation, as well as skills mismatches.<sup>5</sup>

In order to address these issues, the ILO developed two separate joint projects with (a) the Italian Agency for Development Cooperation (Italian Cooperation) and (b) UNICEF. First, the **Italian Cooperation project** addressed the technical and vocational education and training (TVET) system in Lebanon, as it faces many challenges and there is a need to improve its institutional and management capacities at all levels. The three objectives for this programme were to: (1) improve community services; (2) deliver vocational training and improve employability in line with local labour market needs; and (3) improve providers' skills and abilities to assess local needs and offer appropriate training. Vocational training (VT) providers are now better placed to be able to coordinate and collaborate with other key labour market actors in developing, implementing and monitoring VT. Moreover, the project served to better link training outcomes to skills actually required by the market and thus increase the employability of beneficiaries, thereby improving their access to the labour market. The key target groups of this project were NGOs providing VT and national (public and private) VT providers, while the beneficiaries were vulnerable Lebanese and Syrian female and male youth aged 15–30 years.

As for the **ILO–UNICEF project**, while much attention is currently going towards investments in different sectors to create jobs, there is an absence of standardized analysis methods, a lack of analysis of sub-sectors relevant to those major areas at national and community levels, and minimal efforts going towards creating a skilled workforce that would include both Syrian and Lebanese workers. The ILO–UNICEF project prepared the ground for such a skilled workforce. The key three project objectives were to: (1) develop and endorse a roadmap towards a strengthened and inclusive formal and non-formal TVET system as per market needs; (2) improve linkages of training outcomes for Lebanese and non-Lebanese

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<sup>1</sup> UNHCR. 2016. <http://data.UNHCR.org/Syrianrefugee/country.php?id+122>.

<sup>2</sup> According to UNHCR, there are about 450,000 Palestinian refugees in Lebanon.

<sup>3</sup> Central Administration of Statistics (CAS). 2009. *Multiple Indicator Cluster Survey*.

<sup>4</sup> ILO, Ajluni, S. and Kawar, M. 2015. *Towards Decent Work in Lebanon: Issues and challenges in light of the Syrian Refugee crisis*.

<sup>5</sup> UNICEF; ILO. 2016. *Concept note: Towards improved formal and informal TVET in Lebanon*.

youth to skills and market requirements; and (3) enhance the functioning of formal training centres for greater effectiveness, efficiency and sustainability of coping measures to satisfy labour supply and demand. Therefore, the project's activities were based on the needs and gaps in services identified by the ILO analysis of employment services and labour market information currently available in Lebanon. The project collected and analysed labour market data to guide targeted recipients on areas of focus for potential skills programmes, as well as on career opportunities. With this in mind, the project aimed to address the limited technical capacity of VT providers to provide market-based training to beneficiaries.

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

The overall goal of the evaluation of both projects was to “examine the efficiency, effectiveness, relevance, sustainability, and potential impact of the project and to provide recommendations for future similar projects”. Evaluation of the Italian Cooperation-funded project focused on identifying strengths and weaknesses in the project's design, strategy and implementation, in addition to lessons learned and specific recommendations. The specific objectives for evaluating the ILO-UNICEF project were mainly to identify the extent to which the project has achieved its stated objectives, produced the desired outputs, and realized the proposed outcomes so far. It also identified strengths and weaknesses in the project's design, strategy, and implementation, and concluded with lessons learned and specific recommendations.

The evaluation of the **Italian Cooperation project** covers the entire 12-month project duration from 1 June 2017 to 31 May 2018, noting that an extension to this project was approved at no-cost during the evaluation process and, therefore, the evaluation is considered as “mid-term” rather than final. Meanwhile, the mid-term evaluation of the **UNICEF** project covers the period from January 2017 to 31 May 2018.

The primary **clients of this evaluation** are ILO ROAS, ILO constituents in Lebanon, partner UN agencies, government entities, beneficiaries and donors. Secondary users include other project stakeholders and units within the ILO that may indirectly benefit from the knowledge generated by this evaluation.

### **Evaluation methodology**

The basic conceptual framework used for this evaluation was the *ILO policy guidelines for evaluation: Principles, rationale, planning and managing for evaluations*, and guided by the evaluation quality standards based on development assistance criteria (DAC), the Organization for Economic Co-operation and Development (OECD), and United Nations Evaluation Group (UNEG) standards. With reference to the terms of reference (ToR), the consultant's team undertook the evaluations as part of the cluster evaluation process by ensuring that the overall approach of this process was guided by the following four internationally recognized principles: **utility, feasibility, propriety** and **accuracy**. The evaluation methodology followed in the cluster evaluation process began with a preliminary document review and consultations with main project stakeholders. This was followed by data collection, which took place over ten days between 4 and 20 June 2018, mainly in Lebanon, using semi-structured individual and group interviews. Additional interviews were conducted over Skype after the evaluation team returned to Egypt. The evaluation team also conducted an in-depth document review. Finally, the team conducted additional follow-up consultations and document reviews to fill gaps and complete the data collection phase. Some of the same information was collected using different tools with different target groups to triangulate the evaluation data. This allowed for greater possibility to use the recommendations, lessons learned and best practices observed and captured from the evaluation process for learning purposes, rather than for accountability purposes only. The data were then analysed and summarized in the preliminary findings. The evaluation team then drafted this report, submitted to ILO on 4 July 2018. The final revised version

of the report was submitted on 12 September 2018 after incorporating feedback from a number of reviewers.

## **Findings and conclusion**

The evaluation categorized the following findings according to the DAC criteria (as outlined in the ToR), and approved in the inception report.

### **Relevance and strategic fit**

Overall, the projects succeeded in addressing the priorities of the Government, donors and beneficiaries. Both projects were aligned with the Lebanon Crisis Response Plan (LCRP) and other strategies that serve Lebanese citizens and Syrians alike. Although the number of actors involved in the projects was challenging, both projects managed to coordinate the different stakeholders effectively. The objectives and outcomes of the projects also included an inclusiveness component and provided opportunities for all. However, both projects were overly ambitious, particularly the Italian-funded project with respect to its initial objectives.

### **Validity of design**

The evaluation found that the strategies and structures were logical and coherent and there was a strong capacity-building component in both projects. Baselines were established at the beginning of the projects. However, the projects' strategies and designs lacked other specific interventions/activities, such as a buy-in or social marketing strategy, and there was a lack of involvement of higher level positions and decision-makers, as well as employers from the private sector, in most of the capacity-building activities. Also, the selection of certain participants in the capacity-building activities could have been better managed, especially from governmental entities. The monitoring and evaluation (M&E) processes in the two projects tended to be activity- and output-focused, with less emphasis on qualitative analysis of the outcomes and longer-term results. This was, in part, due to limited staff resources for monitoring and a lack of clarity regarding the roles of programme staff in the M&E processes and activities.

### **Effectiveness**

The evaluation found that both projects achieved satisfactory results, objectives, outcomes and outputs. Also, the evaluation revealed that better coordination between government and NGOs can yield better outcomes, and there was a fair synergy between national and regional initiatives and other donor-supported projects in Lebanon. Additionally, ILO and UNICEF have maintained strong relationships with their governmental counterparts, in addition to capacity enhancement at the institutional level. Training workshops showed high satisfaction levels among the majority of participants; the competency-based training was considered as one of the best and most relevant training sessions, while the training for rural economic empowerment (TREE) was the least effective training conducted. However, the Italian Cooperation project faced a number of challenges at the beginning, which delayed implementation of activities somewhat. This is why approval was granted to extend the project at the time of evaluation. The evaluation found that the coaching and mentoring component lacked the same level of support given during the project duration, and that post-training activities need to be enhanced. Moreover, the monitoring, evaluation, assessment and documentation mechanisms should be enhanced.



### **Management coordination**

Both projects displayed strong levels of communication between project teams, the regional office and the responsible technical department at headquarters.

### **Efficiency**

The utilization of funds was efficient and balanced. However, UNICEF should invest more in supporting the mentoring and coaching component in the remaining period of the project. Also, gender was fully integrated within the programme, but without any clear budget for integrating gender equality.

### **Sustainability**

For both projects, there was no initial strategy for sustainability during the design stage as there are both sustainable and non-sustainable aspects of the project. However, some interventions and achievements could be considered as mechanisms for sustainability in the future. Also, any scaling up of the projects will face a number of difficulties, and lessons learned should be taken into consideration.

### **Lessons learned and good practices**

- Adopting an interactive and non-traditional approach in the training workshops proved to be effective, particularly when it was linked to the Lebanese context and addressed the training gaps previously identified for the target groups.
- Better selection of training participants and identifying training needs, particularly for governmental entities, should be guided by pre-defined criteria and a clear identification of training needs. This would ensure participants' dedication to work as champions for TVET and labour market strategies, so that they might be targeted for a TOT programme to ensure the sustainability of project outcomes.
- Since the two projects adopted new methodologies as a pilot intervention to link local market assessments and skills with TVET, which resulted in the development of the National Strategic Framework (NSF), it should not be too ambitious in reaching all the set objectives through the various types of interventions and activities. This is especially so in tackling and addressing some critical social, institutional and policy challenges that require collaborative efforts of the different actors in the community guided by a clear advocacy strategy within a longer time-frame of least three years, as reported by the majority of stakeholders interviewed. This should be supported in future interventions and projects by giving special attention to including some buy-in activities either at the beginning of the project or by integrating the project's design as part of the project cycle to sensitize community groups, particularly Lebanese youth and their parents, about TVET in order to change their perceptions, as well as organizing different advocacy efforts on different levels. This should be promoted in the remaining period of the ILO–UNICEF project or other similar projects in the future, considering the ambitious nature of the two projects and limited time frame of the ILO–Italian Cooperation project.
- Special attention to tracking qualitative results, rather than simply focusing on the quantitative results guided by the M&E framework, was one of the areas that showed improvement from a learning point of view in later phases of the project. This should extend to the mindset of all project team members to lead the activities in a more strategic manner. Also, this attention should extend to documenting good practices and lessons learned through well-structured reflection processes involving stakeholders and a sample of project beneficiaries.

## **Key recommendations**

The following points summarize the key recommendations captured from the evaluation process:

- The ILO should immediately implement a coaching and mentoring strategy/plan.
- Monitoring the development of the community-based market assessment is highly advised.
- It is highly recommended to find a well-structured mechanism to link the advisory boards/councils in Lebanon to the working groups formed under the different ministries involved in the two projects.
- The ILO should ensure sufficient resources are assigned to tracking progress across the life of the projects through developing a well-structured M&E system, giving special attention to the short-term results (outputs), but also tracking the medium-term results (changes and outcomes), as well as giving more attention to reflection and documentation processes.
- It is highly advised to develop a buy-in strategy, including social media marketing and social-awareness components.
- There is a need for advocacy efforts to be undertaken at the donor level to help donors understand the complexity of this programme and have a better comprehension of the Lebanese context, including the diversity of labour market issues for both Lebanese citizens and refugees.
- The ILO and other partners should ensure that the process for selecting training participants is followed more seriously using pre-defined criteria.
- Stronger engagement with employers from the private sector during certain project activities is highly advised.
- Higher-level staff and decision-makers should be more closely engaged in capacity-building activities.
- The role of the Project Steering Committee (PSC) should be promoted, or strengthen current bilateral agreements.

## 1. Introduction

### 1.1 Background

The Government of Lebanon estimates that there are 1.5 million Syrian refugees (or displaced persons) in Lebanon, of whom 986,942 were registered with UNHCR as of April 2018. About 1 in every 4 people in Lebanon is a refugee, a proportion unparalleled in the world.<sup>6</sup> In addition to refugees from Syria, the population of concern to UNHCR includes: 22,000 refugees and asylum-seekers from countries other than Syria (mainly from Iraq).<sup>7</sup> There is also a stateless population estimated to be of the order of tens of thousands for whom no comprehensive data exist.

According to the 2018 Vulnerability Assessment of Syrian Refugees (VASyR), and as reflected in the Lebanon Crisis Response Plan (LCRP) 2017–2020, 76 per cent of Syrian refugees in Lebanon are living below the poverty line, with 58 per cent below the extreme poverty line. The LCRP is the Lebanon-specific chapter of the Regional Refugee and Resilience Plan. The LCRP 2017–2020 (update 2018) seeks to provide a framework for an integrated humanitarian-development response in which the needs of the refugees are – to the extent possible – met by strengthening the capacity of national institutions and civil society to deliver services, and the impact of the refugee presence is mitigated through the provision of support to host communities and vulnerable Lebanese citizens.

The number of forcibly displaced persons worldwide has been rising continuously in recent years. By the end of 2015, 65.3 million individuals worldwide had been driven from their homes as a result of persecution, conflict, generalized violence or human rights violations. Of these, 21.3 million were refugees, 40.8 million internally displaced persons (IDPs) and 3.2 million asylum-seekers (UNHCR, 2015a).<sup>8</sup> The lack of economic and educational opportunities, the isolation of forcibly displaced communities, and increasingly restrictive policies that have led to a growing sense of hopelessness among many seeking refuge outside their own countries, have been highlighted as particular obstacles that prevent refugees from becoming self-reliant, independent and hopeful about their future. Many displaced people have risked their lives and depleted what little resources they may have had in their search for a better protective environment. Others have found themselves in situations of destitution and exploitation, facing ever more serious risks.

Traditional approaches to improving livelihoods for refugees usually focus on strengthening the supply side of the labour market (i.e. improving their employability, skillsets and know-how). The idea is that entrepreneurship training, financial education and VT will provide the means to live and become self-reliant. While these approaches can often succeed in promoting short-term income opportunities for refugees, they often run into significant problems in the long term, particularly when implemented on a

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<sup>6</sup> According to UNHCR, there are about 450,000 Palestine refugees in Lebanon.

<sup>7</sup> UNHCR's prioritization and subsequent programme for this population group is predominantly informed by the Vulnerability Assessment for Refugees of Other Nationalities (VARON), which took place in 2016.

<sup>8</sup> Of that total of 21.3 million, 16.1 million fell under UNHCR's mandate and 5.2 million were Palestinian refugees registered by UNRWA. For simplicity's sake, the term "refugees" is used throughout this document to describe the main target group, which, depending on context, can encompass any category of UNHCR persons of concern: refugees, asylum-seekers, internally displaced persons (IDPs), returnees or stateless persons.

large scale. For instance, several people might start up the same “traditional” income-generating activity, such as selling vegetables or hairdressing, in locations where market demand for these products and services is already satisfied.<sup>9</sup> This may result in negative spillover effects on members of the host community, who are already operating these kinds of businesses.

While Lebanese labour market conditions were already dire before the Syrian crisis, the effect of the crisis on the labour market, particularly on youth, is of tremendous concern. In addition, the TVET system in Lebanon faces many challenges, and there has been a longstanding need to improve its institutional and management capacity at all levels.

## 1.2 Project overview

### 1.2.1 Rationale

The conflict in Syria has negatively impacted on Lebanon, both socially and economically. Combined with internal political instability, the repercussions for the Lebanese economy and labour market continue to be felt. One reason for this is that the main pathways for trade to other regional partners have been shut down. Moreover, though, the labour force increased by 50 per cent following the refugee influx.<sup>10</sup> Since 2011, Syrian refugees currently residing in Lebanon have been mostly manual labourers filling low-productivity jobs. Some 34 per cent of Lebanese youth are unemployed, and in 2009 over 18 per cent of 15–19-year-olds were economically active,<sup>11</sup> suggesting that families were maximizing their livelihoods by limiting their children’s education, meaning that these youth generally became low-skilled workers competing with refugees for jobs in the informal sector. As a result, many youth are willing to leave Lebanon in search of better employment opportunities, and 37 per cent would like to emigrate.<sup>12</sup>

The Lebanese labour market is characterized by: (a) low levels of job creation, particularly in value-added sectors, resulting in a shortfall of jobs for skilled workers; (b) significant numbers of workers engaged in the informal sector; (c) important in-migration and forced displacement from other parts of the region, particularly Syria; (d) out-migration of young Lebanese skilled workers; and (e) strong occupational segregation and skills mismatches.<sup>13</sup>

### 1.2.2 Project overview, context, results chain and project management structure

The current cluster evaluation addressed two key projects:

- (1) Italian Cooperation: Improved and market-based provision of vocational training for Lebanese and refugees; and**
- (2) UNICEF: Towards improved formal and non-formal technical and vocational education and training in Lebanon.**

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<sup>9</sup> ILO. 2017. *A Guide to market-based livelihood interventions for refugees*.

<sup>10</sup> World Bank; UN. 2013. *Lebanon: Economic and social impact assessment of the Syrian conflict*.

<sup>11</sup> Central Administration of Statistics (CAS). 2009. *Multiple Indicator Cluster Survey*.

<sup>12</sup> ILO, Ajluni, S. and Kawar, M. 2015. *Towards Decent Work in Lebanon: Issues and challenges in light of the Syrian Refugee crisis*.

<sup>13</sup> UNICEF; ILO. 2016. *Concept note: Towards improved formal and informal TVET in Lebanon*.

## Italian Cooperation project

The technical and vocational education and training (TVET) system in Lebanon faces many challenges, and there is a need to improve its institutional and management capacity at all levels. Syrian youth in Lebanon show low access rates to secondary education, particularly TVET, which is of critical concern. Therefore, the project builds on the needs and gaps in services, as identified by the ILO analysis of employment services based on current labour market information. The project aims to address the limited technical capacity of VT providers to provide market-based training to beneficiaries, including both Lebanese citizens and refugees.

The Italian Ministry of Foreign Affairs and Development Cooperation approved this project with a budget of EUR500,000 (US\$533,237). Based on the agreement signed between the ILO and Italian Cooperation, the ILO led the implementation and activities, while reporting to the Italian Cooperation. Any changes to the agreement ILO wished to make (i.e. budget and/or time frame of the project) required the approval of Italian Cooperation. On the other hand, ILO and the Government of Lebanon worked together to agree on the purpose, use, timing, financing mechanisms and ToR for evaluating the project, including the evaluation of the Italian Cooperation's contribution to the set outcomes of this project.

The key interventions and activities under this project included the development of competency-based curricula, modalities, enabling environment, market assessment and analysis for skills needed, training for rural economic empowerment (TREE), as well as the development and finalization of the proposed standard operations procedures (SOPs), the consultation meeting with the livelihoods sector, workshop discussions with NGOs, and validation with other key organizations. In addition, the project implementation focused on providing technical support to the various stakeholders – including networking and linkages, in addition to conducting training at ITC Turin on skills anticipation, and market-based livelihoods. The key **strategic pillars** of the project included improved community services, VT and employability according to local labour market needs, together with improved providers' skills and abilities to assess local needs and offer appropriate training. VT providers will now be able to better coordinate and collaborate with other key labour market actors in developing, implementing and monitoring VT. Moreover, the project serves to better link training outcomes to skills required by the market and thus to increase the employability of the ultimate beneficiaries and improve their access to the labour market.

The **key direct beneficiaries** of the project are **NGOs** that provide VT and National (public and private) VT providers, while the **ultimate beneficiaries** are vulnerable female and male youth aged 15–30 years, including both Lebanese citizens and Syrian refugees.

### Overall goal of the project (long-term result)

Referring to the terms of reference (ToR), the logical framework and other project documents, the **overall ultimate development goal** of the project was “to improve the employability of the Lebanese and refugees”.

### Project key objectives/expected results (medium and short-term results)

#### Outcome (specific objective) 1 (medium-term results):

- Improved and market-based provision of vocational training for Lebanese and refugees.

<b>Expected outputs (short-term results) – Result 1:</b>
<ul style="list-style-type: none"> <li>• <b>Output 1.1:</b> Strengthened capacity of VT providers (NGOs) to prioritize training programmes based on market needs</li> </ul>
<b>Planned activities and targets:</b>
<ul style="list-style-type: none"> <li>• <b>1.1.1.</b> Adapt the TREE manual to the Lebanese context</li> <li>• <b>1.1.2.</b> Implement training programme for training providers</li> </ul>
<b>Expected outputs (short-term results) – Result 2:</b>
<ul style="list-style-type: none"> <li>• <b>Output 2.1.</b> Strengthened capacity of VT providers (national and local) to design demand-driven curricula</li> </ul>
<b>Planned activities and targets:</b>
<ul style="list-style-type: none"> <li>• <b>2.1.1.</b> Design practical course on competency-based VT</li> <li>• <b>2.1.2.</b> Train VT providers</li> </ul>
<b>Expected outputs (short-term results) – Result 3:</b>
<ul style="list-style-type: none"> <li>• <b>Output 3.1.</b> Draft inter-agency SOPs or guidelines for market-based skills training developed with ILO technical assistance</li> </ul>
<b>Planned activities and targets:</b>
<ul style="list-style-type: none"> <li>• <b>3.1.1.</b> Develop SOPs or guidelines for market-based skills training</li> </ul>

### Project management structure

Key overall project coordination and supportive roles were performed by ILO Lebanon for this project. The project duration was one year, staffed by a chief technical adviser (CTA),<sup>14</sup> a national project coordinator (NPC), and an administrative assistant (AA). In order to increase cost efficiency and to leverage resources, the same team is implementing a joint project with FAO on improving the Ministry of Agriculture’s TVET. The project team is based in the ILO Regional Office Arab States (ROAS) in Beirut in order to be close to counterparts at the national level, as well as to the Decent Work team.

It is worth mentioning that there was close coordination between the project activities funded by both of the Italian Cooperation and UNICEF. This was manifestly clear when training of trainers (TOT) for VT providers on issues such as competency-based life skills, M&E, and so on were delivered.

Syrian youth in Lebanon show low access rates to secondary education, particularly TVET. The TVET service delivery is divided between public and private provision, with close to 14 per cent of students enrolled in non-formal vocational education and skills training as of the end of 2014.<sup>15</sup> Syrians are able to work in all areas of the Lebanese economy. However, Syrians are encouraged to work in the agriculture, construction and environment sectors, and there are some specific restrictions on where and how Syrians can work within the Lebanese economy. While much attention is currently going towards investments in these sectors to create jobs, there is an absence of standardized analysis methods or any analysis of sub-sectors relevant to those major areas at the national and community levels, or any efforts to create a skilled workforce among Syrian refugees and Lebanese so as to sustain these investments. The UNICEF project prepared the ground for such a skilled workforce.

<sup>14</sup> A new CTA joined in January 2018, leaving a 6-month gap.

<sup>15</sup> <https://www.imf.org/external/pubs/ft/scr/2014/cr14238.pdf> - IMF country Report No 14/238.

## UNICEF project

UNICEF Lebanon approved this project with total budget of US\$2,599,019. UNICEF was assigned full authority and responsibility for implementation and reporting, and ensuring that the project was undertaken in compliance with ILO rules and regulations, ensuring that reports were impeccable, cleared by the technical backstopping units, field office(s) and official responsibility to submit progress reports in time, in addition to following all other conditions contained in the signed agreement. **ILO** was fully responsible for administrating the contribution in accordance with the financial regulations, rules and procedures, and carrying out activities efficiently and effectively.

The **key activities and interventions** carried out under the UNICEF component of this project focused on providing TREE to the targeted NGOs, in addition to some NGOs participation in the skills academy activities. Also, implementation included following up on the ToR, which were developed to conduct the planned market assessment in five sectors, in addition to developing a study report on the potential opportunities of craft work. This was in addition to the support provided to the tracer studies and initiating the functional review process with the Ministry of Agriculture (MOA).

Also, given that a full market analysis was found not to have taken place to date, partners (livelihood sector working group) have requested the development of SOPs for market-based skills training provision, as well as standardized market assessment tools and monitoring systems.<sup>16</sup> On the same note, UNICEF's NGOs partners and the National Employment Office (NEO) have an uneven and disparate capacity to conduct market assessments and run competency-based training programmes. Finally, since the training models are not synchronized and are mostly not responding to market needs due to a lack of data on new and emerging jobs for youth, together with the weak involvement or interest from the private sector to support young people through employment, youth are not being equipped with the skills demanded by the labour market.

Based on that, the **key strategic pillars** of this project are to:

- gather labour market data and analysis that will allow for the forecasting of skills required within the short-term;
- systemize work-based learning, including expanding opportunities for on-the-job training;
- enhance career guidance at an early age; and
- increase the demand side through innovative approaches for the active engagement of marginalized youth.

The **key direct beneficiaries** of this project are: the NEO, VT departments within the ministries of MOA, MOL, MEHE and MOSA, and NGOs providing VT. The **ultimate beneficiaries** are vulnerable Lebanese and Syrian female and male youth aged between 15–30 years.

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<sup>16</sup> LCRP Livelihood Sector Working Group, Lessons Learned Workshop - Market Based Skills Training, 23 June Workshop Report, 9 September 2016, p.3.

### Overall goal of the project (long-term result):

Referring to the ToR, the logical framework and other project documents, the **overall ultimate development goal** of the project was “to improve the quality of skills development services and access of Lebanese and refugee youth to the labour market”.

### Project key objectives/expected results (medium and short-term results)

<b>Outcome (specific objective) 1 (medium/term results):</b> <ul style="list-style-type: none"><li>• TVET curricula and standards for youth are relevant to identified labour market needs.</li></ul>
<b>Expected outputs (short-term results) – Result 1:</b> <ul style="list-style-type: none"><li>• <b>Output 1.1.</b> Improved availability and quality of labour market information.</li></ul>
<b>Planned activities and targets:</b> <ul style="list-style-type: none"><li>• <b>1.1.1.</b> Support NGOs (VT providers) through designing labour market assessment tools, training, coaching and follow-up to conduct, analyse and validate labour market assessments at local level.</li><li>• <b>1.1.2.</b> Support NEO in designing and implementing at least three sectoral labour market assessments at the national level.</li><li>• <b>1.1.3.</b> Support NGOs (VT providers) and NEO in designing and running tracer studies for graduates and employers’ satisfaction surveys at both national and local levels.</li><li>• <b>1.1.4.</b> Support the analysis, validation and dissemination of labour market assessment findings at local, sectoral and national levels.</li></ul>
<b>Expected outputs (short-term results) – Result 2:</b> <ul style="list-style-type: none"><li>• <b>Output 2.1.</b> Competency-based training (CBT) programmes relevant to labour market demand developed and initiated.</li></ul>
<b>Planned activities and targets:</b> <ul style="list-style-type: none"><li>• <b>2.1.1.</b> Design and implement training of trainers (ToT) on CBT, occupational safety and health (OSH), learning methods and assessment and certification of CBT.</li><li>• <b>2.1.2.</b> Analyse the institutional and management functions of selected training providers and strengthen capacities.</li><li>• <b>2.1.3.</b> Develop a CBT manual as well as standard life skills and rights and work learning objectives for Lebanon.</li><li>• <b>2.1.4.</b> Upgrade selected competency standards involving private sector using the “developing a curriculum” (DACUM) approach.</li><li>• <b>2.1.5.</b> Support the design of CBT curricula, training materials and test questions.</li><li>• <b>2.1.6.</b> Explore possible international accreditation of CBT in construction.</li></ul>

### Project management structure

The project commenced in January 2017 and will last for 30 months till the end of June 2019. ILO ROAS performs overall project coordination and supplies support staff, including an international chief technical adviser (CTA), a skills development officer (SDO), a NPC and a project clerk (PC). In order to increase cost efficiency and leverage resources, the same team is implementing a joint project with FAO on upgrading agriculture TVET, as well as the skills development project funded by the Italian Agency for Development Cooperation. The skills development officer is the only staff member who is fully funded as part of this agreement. The project team is based in Beirut.



## 2. Overview of the cluster evaluation process

### 2.1 Background

Given the country of implementation and the similar nature of technical components within both projects, and aiming for efficient use of resources, a cluster evaluation was conducted for the Italian Cooperation project (**final evaluation**) and the UNICEF project (**mid-term evaluation**). **It is worth mentioning that the evaluation team considered the evaluation of the Italian Cooperation project as a mid-term evaluation process given that a 4-month extension was approved at the end of the evaluation process.** The Italian-funded project document states that an independent evaluation of its progress should be conducted, and identify the main challenges and limitations faced, assess the impact of the programme for the target populations, and formulate lessons learned and practical recommendations for improving similar projects in the future. The UNICEF project document states that a mid-term evaluation should be conducted to assess progress, identify the main challenges and limitations faced, and formulate lessons learned and practical recommendations to improve the programme's implementation for the remainder of the project, as well as for similar future projects. In addition, the evaluation process was guided in all its steps by key United Nations Evaluation Group (UNEG) norms and ethical standards.

### 2.2 Overall goal and specific objectives of the evaluation

Referring to the ToR and the agreed scope of work with the ILO, the consultancy team conducted an evaluation of the project entitled *Improved and market-based provision of vocational training for Lebanese and refugees*, and a mid-term evaluation of the project entitled *Towards improved formal and non-formal technical and vocational education and training in Lebanon*.

**The overall goal of the evaluation of the Italian Cooperation project was to “examine the efficiency, effectiveness, relevance, sustainability, and potential impact of the project and to provide recommendations for future similar projects”. The evaluation team preferred to consider it as a mid-term evaluation after receiving approval for the no-cost extension of the project at the end of the evaluation process, as indicated above.**

#### Specific objectives (areas of focus of the evaluation)

The sub-key pillars of the final evaluation process included:

- ☒ identifying strengths and weaknesses in the **project design, strategy, and implementation**;
- ☒ concluding the lessons learned and making specific recommendations.

**The overall goal of the mid-term evaluation of the UNICEF project was to “examine the efficiency, effectiveness, relevance, potential impact (if applicable) and sustainability of the project (if applicable)”.**

#### Specific objectives (areas of focus of the evaluation)

The sub-key pillars of the mid-term evaluation process included:

- ☒ identifying the extent to which the project has achieved its stated objectives, produced the desired outputs, and realized the proposed outcomes so far (if applicable);
- ☒ identifying the strengths and weaknesses in the project design, strategy, and implementation;
- ☒ concluding some of the lessons learned and making specific recommendations.

## 2.3 Scope of the cluster evaluation

In order to achieve the abovementioned objectives, and guided by the overall goal of the final evaluation process, the evaluation process mainly focused on the following components:

- Demonstrate the **key expected outcomes/key changes** and their impacts on the target groups as a result of what has been implemented so far.
- Demonstrate and assess the **effectiveness** of the project.
- Assess the **relevance** of the project design components and interventions and their linkages to the overall goal and specific objectives of the project.
- Assess the **scalability, replication and/or expansion** opportunities of the project, guided by the **sustainability** mechanisms in the project.
- Assess the **joint partnerships** between the different partners, guided by the **complementarity** pillar and other partnership components.
- Assess other dimensions, such as **internal coherence, gender mainstreaming, impact and spillover, and synergies.**
- Finally, provide some of the **lessons learned and best practices** to be considered during the remaining period of the project, in case the project is replicated or scaled up.

### Time period covered by the cluster evaluation process

The evaluation process of the **Italian Cooperation project** was to cover the entire 12-month duration from 1 June 2017 to 31 May, 2018, while the mid-term evaluation of the **UNICEF** project covered the period from January 2017 to 31 May 2018.

### 3. Cluster evaluation framework: Proposed methodology, sampling and tools

#### 3.1 Overview

With reference to the ToR, the evaluation process was guided by the following four internationally recognized principles:

- **Utility.** Review findings and recommendations will serve the different stakeholders.
- **Feasibility.** Be realistic, prudent, diplomatic and frugal.
- **Propriety.** Conduct the evaluation legally, ethically and with due regard for the welfare of those involved in the evaluation process, as well as those affected by its results.
- **Accuracy.** Reveal and convey technically adequate information about the features that determine the worth or merit of the project being analysed.

#### 3.2 Key proposed evaluation questions

With reference to the ToR, the final evaluation and the mid-term evaluation in the current cluster evaluation process, we considered the OECD DAC criteria for evaluating development assistance (as followed in the other evaluation processes), in addition to some other dimensions as presented earlier in this report. However, a few questions were added from the point of view of the consultant/team leader of the evaluation process (highlighted using a different font colour) in the evaluation matrix attached while others were merged to avoid duplication. The key findings and the evaluation matrix are included in Appendix 6.

The evaluation matrix table shows the key questions proposed under each of the five pillars, in addition to other dimensions, where **the questions were selected and/or tailored for both the evaluation of the Italian Cooperation project and mid-term evaluation of UNICEF project addressed in the current cluster evaluation process. For more details, please refer to Appendix 6 under “The evaluation matrix” section attached at the end of this report.**

#### 3.3 Human rights-based approach, gender equality and equity principles in the current review

The assignment took into consideration the human rights-based approach, as well as gender equality and equity principles, to ensure that they were mainstreamed in the final evaluation process as follows:<sup>17</sup>

- **Inclusion.** The cluster evaluation process investigated which groups benefitted from the project and targeted them during the evaluation process to get the feedback, insights, ideas and recommendations of the different actors – including key partners and stakeholders from the participant ministries, NGOs and others. Also, the evaluation developed **disaggregated data** of all the groups interviewed as shown in Appendix 2.
- **Participation.** The cluster evaluation process adopted and followed a participatory and consultative approach, applying methodologies and data collection tools to engage project stakeholders. The evaluation measured the level of their participation and involvement in the project design, planning, and monitoring of activities.

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<sup>17</sup> United Nations Evaluation Group. 2014. *Integrating human rights and gender equality in evaluations* (New York, UNEG), p. 32.

- **Fair power relations.** The evaluation focused specifically on assessing the degree to which power relations among the different project stakeholders and implementers supported or undermined project results. Additionally, the final evaluation process considered the status of groups in the targeted population within the project by ensuring that the different actors were engaged at different levels in the evaluation process.

### 3.4 Evaluation methodology

The basic conceptual framework used for this evaluation was the *ILO policy guidelines for evaluation: Principles, rationale, planning and managing for evaluations*. As stated above, the evaluation was implemented under the ILO regular policies and procedures, and adheres to the evaluation rules and standards of the United Nations System, as well as the evaluation quality standards from OECD DAC and UNEG.

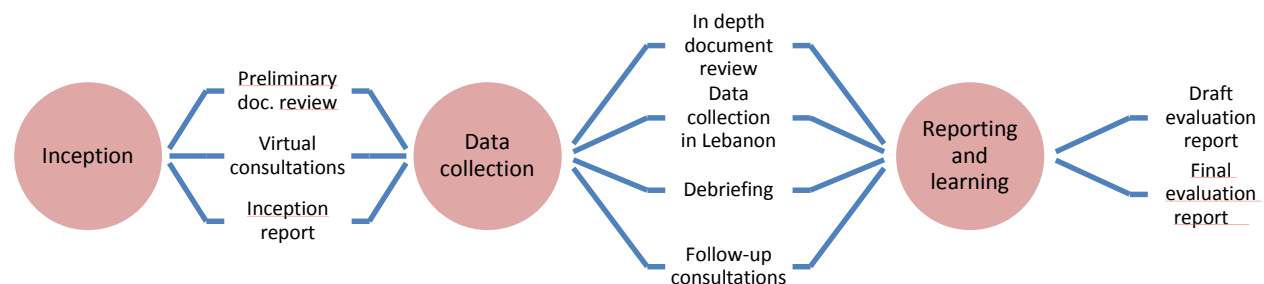
In order to meet and respond to the key questions outlined in the ToR for the evaluation of the “**Improved and market-based provision of vocational training for Lebanese and refugees**” project, and mid-term evaluation of “**Towards improved formal and non-formal technical and vocational education and training in Lebanon**” project, the consultancy team used a combination of summative and formative evaluation practices with participatory approaches, depending on the type of stakeholders (including project beneficiaries).

As explained above, the evaluation addressed the OECD DAC criteria to respond to the evaluation questions under each criterion, namely relevance and validity, effectiveness, efficiency, sustainability and impact orientation. **For more details, please refer to Appendix 6 (Evaluation matrix) at the end of this report.**

### 3.5 Evaluation phases

- ☒ The evaluation was sequenced in three phases: (a) inception; (b) data collection; and (c) reporting and learning, as shown in Figure 1.

**Figure 1. Phases of the evaluation**



Following a preliminary document review and virtual consultations with main project stakeholders (including the regional ILO evaluation manager, chief technical adviser, and project team), the evaluation team produced an inception report, which outlined the evaluation methodology, the evaluation matrix (Appendix 6) and data collection tools (Appendix 5).

Data collection took place over ten days between 4 June and 20 June, 2018, mainly in Lebanon. Additional interviews were conducted over Skype after the evaluation team returned to Egypt. During this time the consultants undertook interviews in person in Lebanon and by telephone and Skype. The evaluation team also conducted an in-depth document review. A quick follow-up meeting was conducted with both the CTA and the regional M&E manager during the evaluation process, while a final debrief presentation was planned to be delivered after submitting the draft evaluation report to the ILO office for review. However, due to extenuating circumstances, this was not done as planned. Finally, the team conducted additional follow-up consultations and a document review to fill gaps and complete the data collection phase.

To ensure the abovementioned standards were maintained, some of the same information was collected using different tools but with different target groups in order to triangulate the data collected. This allows for more possibility to use the recommendations, lessons learned and best practices captured from the evaluation process for learning purposes rather than for accountability purposes only.

Once all data were collected, the evaluation team proceeded to data analysis. Data were analysed systematically and summarized. This informed the preliminary findings. The evaluation team then drafted this report, which was submitted to ILO on July 4 2018, while the final revised version of the report incorporated feedback following several review rounds, and was submitted on 12 September 2018.

The various methodological elements of the evaluation are discussed below.

### 3.6 Data sources

Data from primary (individual and group interviews) and secondary (documentation) sources were collected and analysed, interpreted, triangulated and evaluated, with conclusions drawn, lessons learned, best practices uncovered and recommendations presented.

#### Comprehensive document review

The document review forms the backbone of the evaluation. This review included an analysis of relevant material of both projects, including the project document, progress reports, and project outputs, results of internal planning, baselines and follow-up indicators. The in-depth document review analysed the project proposal and the progress reports drafted by the project team to identify milestones reached, as well as challenges and delays in delivery of activities, if any. Documents related to the use of resources, budget and execution of the project were also reviewed to evaluate the efficient use of resources.

In addition, external information relevant to understanding the context in the country and other ILO reports and publications were reviewed. The evaluation team identified additional reports and documents required for evaluation and analysed such documents as the minutes of the Project Steering Committee (PSC) meetings, M&E data, workshop reports, narrative progress reports, and secondary quantitative data relevant to the projects' outcomes and outputs.

**A full list of documents reviewed and/or consulted is available in Appendix 4.**

#### Individual and group interviews

As planned and proposed in the inception report, the evaluation conducted individual and group **semi-structured interviews (SSIs)** with the **key partners** and **staff** of the two projects in addition to other stakeholders (face-to-face or over Skype). The stakeholders were selected with reference to the ToR and based on consultations with concerned staff of **ILO and key partners**. These stakeholders were interviewed for either

their first-hand knowledge about the project or their involvement in the project implementation itself. The interviews were managed using the semi-structured approach, relying on a list of issues to be discussed, with a simple interview guide, allowing a free flow of ideas and information.

With reference to the ToR, 37 interviews were conducted with relevant project team members, partners and beneficiaries, with a total of 74 interviewees (30 males and 44 females) as shown in the table below. **For more details, please refer to Appendix 2 of this report.**

### 3.7 Sampling

In order to maximize the data collection process in the cluster evaluation, the evaluation team sampled each type of stakeholder based on the diversity of project interventions and on the comprehensiveness of the received services. The sampled target groups represented the various project stakeholders in both **the Italian Cooperation and UNICEF** components as follows:

- the key strategic **partners** – UNICEF, Italian Cooperation and ILO;
- other partners such as FAO, UNDP, UNRWA and UNHCR who took part in this project;
- **governmental entities (ministries)** that benefited and which were mainly targeted in various project interventions and activities, namely MOA, MOSA, MOL and the NEO, in addition to MEHE;
- other NGOs that contributed to capacity-building activities in the project;
- TVET service providers at both the national and private sector levels;
- other experts who provided technical support to some of the project interventions.

Table 1 shows the number of stakeholders interviewed and/or consulted, per category of stakeholder.

**Table 1. Stakeholders interviewed by category and gender**

S	Stakeholder category/type	Number interviewed			Number of Interviews
		Male	Female	Total	
1	ILO staff	4	7	11	9
2	Key partners (UNICEF and Italian Cooperation)	2	5	7	4
3	Other stakeholders (UNHCR, FAO and UNRWA)	4	4	8	3
<b>Direct beneficiaries</b>					
4	Governmental staff (Ministries)	6	9	15	6
5	NGOs : Italian NGOs	5	15	20	7
	UNICEF NGOs	3	3	6	4
6	<b>Others</b>				
	A) NEO	3	1	4	2
	B) Experts	3	0	3	2
				• Individual Interviews	21
			• Group interviews	16	
<b>Total stakeholders interviewed/consulted</b>		<b>33</b>	<b>44</b>	<b>77</b>	<b>37</b>

### 3.8 Limitations and challenges of the cluster evaluation process

The following were some of the limitations faced during the cluster evaluation process:

- ☒ **Limited timeframe allocated to the evaluation process.** Considering the complexity of the cluster evaluation process of the two merged projects, it is evident that the time allocated to conduct the evaluation process was very tight. This impacted on the following issues:
  - ✓ The time allocated for fieldwork activities led to an average of six interviews conducted per day, including the movement from one place to other, in addition to interviews conducted over Skype on some days.
  - ✓ The time allocated to each interview was very limited (whether due to the availability of some interviewees or due to the need to catch the next interview without any delay). Actually, the evaluation team found that this affected the ability to capture additional detailed information required to answer some of the key evaluation questions.
  - ✓ There were some similar training activities provided by both UNICEF and Italian Cooperation for the same stakeholders, which required the evaluators to provide a brief introduction at the beginning of some interviews to remind the interviewees of the project interventions and activities that they were involved in, to start the discussion, which took some time as well.
  
- ☒ Dealing with the evaluation of the Italian Cooperation project as a final evaluation process during the overall cluster evaluation process while it sought approval on a no-cost extension basis during the time of the evaluation process. However, this was considered carefully during the data analysis and reporting phase as a **mid-term evaluation**. The evaluation report indicates this in all the relevant analysis sections; the different round of reviews of the report mention it as well.
  
- ☒ **Very long and ambitious list of evaluation questions.** Despite the fact that the evaluation questions followed the OECD DAC criteria and ILO guidelines, the evaluation team found the evaluation questions were too long considering that the cluster evaluation process was aimed at evaluating two projects. In addition, the tight timeframe did not allow interviewees to answer all the set questions with the depth needed. Also, repetition of some questions required consideration during the data analysis and reporting phase. However, the evaluation team tried to triangulate the data collected from the interviews as well as referring to the secondary data of the desk review process.

## 4. Key findings

### Summary

Overall, considering the complexity and nature of the two projects, the changes already planned to be made at the institutional, governmental and policy levels, as well as the diversity of partners, the evaluation revealed that the ILO and its key partners have been successful in achieving most of the intended programme outcomes. However, efforts are still required during the remainder of the project to link the outcomes of training to labour market assessments at both community and national levels.

This process was guided by a clear and well-structured coaching and mentoring framework to turn the work plans and strategies into actionable and tangible steps on the ground.

The following sections review the data collected and provide an analysis of the key findings based on the relevance, effectiveness, coordination and sustainability criteria. Please refer to Appendix 6 for the evaluation matrix.

### 4.1 Relevance and strategic fit

**Question1: How do the projects' objectives respond to the priorities of donors, the Government, and beneficiaries (Lebanese and Syrian refugees)?**

**Finding 1: The project addresses the priorities of donors, the Government, and beneficiaries (Lebanese and Syrian refugees)**

The evaluation revealed that the immediate objective of the **Italian Cooperation project** of “improved and market-based vocational training for Lebanese and refugees” was achieved. The project addresses critical issues regarding livelihoods through strengthening the employability of youth based on market needs. This is to improve their chance of acquiring a job as a response to the low levels of job creation and the gaps identified in value-added sectors, together with the shortfall of jobs available. The project responds to the needs of vulnerable Lebanese and Syrian refugees alike, even though some tension was present in the training workshops due to the out-migration of many young Lebanese skilled workers as one of the key labour market characteristics identified at the design phase of the project. Actually, this was reported by some of the NGOs participants, who took part in each of the labour market assessment and modalities workshops. However, it was explained by the training facilitator that solving the unemployment issue was not the only objective to maximize skills utilization, but there was also a need to work deeply in revisiting the characteristics of employment sectors as well.

On the other hand, the evaluation found that the **UNICEF–ILO Project** responded properly to other complementary interventions by addressing the gaps identified in TVET service delivery in both the public and private centres. This was in alignment with the priorities and needs of beneficiaries and other stakeholders to equip them with the skills needed to respond to market needs due to the lack of data on new and emerging jobs for Lebanese youth and refugees, but particularly the Syrians. Also, the project is addressing the involvement and interest (albeit weak) from the private sector to support youth integration in the world of work.

Moreover, both projects addressed the gaps identified in the governmental entities involved to equip students with the skills needed, in addition to working on changing the curricula for those students



whether in relation to the content or approaches adopted to better suit the significant changes in the Lebanese economy at the regional and global levels. This is considering the complexity for both the targeted Lebanese youth and other refugees, particularly Syrians.

**“It is better for youth to be prepared for a job opportunity than to have an opportunity that he/she is not prepared for.”**

This is one of the most interesting comments captured from a meeting with one of the **Italian Cooperation** NGOs during the evaluation process. It reflects clearly how this project was designed as an important intervention to pave the road to more sustainable and actionable interventions/solutions, and to tackle the root causes of the TVET and labour market skill shortfalls rather than focusing on short-term solutions that might increase the magnitude of relevant issues.

One of the successes of the **UNICEF–ILO initiative** in responding to the priorities and needs of the different target groups of this project was the production of the National TVET Strategic Framework (NSF). This indicated and ensured the complementarity component in the partnership model followed in this project with the cooperation between both of the Italian Cooperation, UNICEF and ILO. The UNICEF–ILO initiative, in partnership with the Government of Lebanon, included a wide range of consultations held in 2017 with relevant ministries, social partners, international organizations, as well as public and private TVET providers to establish a common roadmap for the reform of the TVET system as a whole. A total of six working groups were formed to establish their own strategic goals and priorities for the reform of the TVET sector in 2018–2022. The working groups identified three main deficits, namely:

- access and service delivery;
- quality and relevance; and
- governance and systems.

In fact, the evaluation found that the strategic framework that was launched recently in June 2018 with the support of the Cabinet of Ministries in Lebanon will also be used by the Government of Lebanon to prioritize the directions of donors in addition to the targeted ministries that wish to contribute to the TVET system, in order to improve coherence and maximize impact. It might be helpful for them to justify requests for further funding. The strategic framework is aligned with many of the priorities of donors, the Government, and beneficiaries (Lebanese and Syrian refugees).

Additionally, both the Italian Cooperation and UNICEF projects had clear objectives and strategies to address gaps in services that were identified from the ILO analysis of employment services and labour market information. It is important to examine how these objectives, priorities, strategies and policies have evolved since the beginning of the projects to be better aligned with the priorities of donors, the Government and beneficiaries.

However, various stakeholders reported some gaps as follows:

- There is an urgent need for donors to understand the complexity of this programme and to better understand the local context in Lebanon, including the diversity of labour market issues for both Lebanese citizens and refugees. This should be reflected in giving additional time to plan and implement project activities/interventions. This means there is a need to integrate the project design into the processes of the project life cycle.

- The majority of stakeholders interviewed for the evaluation remarked on the limited amount of time given to implement the projects, which resulted in focusing on short-term results at the cost of quality.
- Stakeholders indicated that it was better to pilot some sectors in depth, including the development of community-based local assessments guided by coaching and mentoring activities, instead of working on different pillars in a short time. The evaluation revealed that one of the lessons learned was that the scope of work of the planned labour market assessments was large and it would be better to focus on specific components that respond to the gaps identified. Since assessments are costly, it may be useful to give an estimated figure to explain what is meant by high cost. This model could be replicated in other sectors. The interview with the NEO revealed imminent plans to conduct a local market assessment of the health, printing and construction sectors in cooperation with UNICEF.
- Accordingly, the evaluation found that the project objectives were too ambitious considering the complexity of the two projects, the nature of the projects and their target groups, in addition to the many changes planned to be undertaken at the institutional and policy levels. It is important to consider the linkages between the labour market assessments and TVET (which requires additional time for advocacy, awareness raising and policy changes) in addition to the time needed for the sector studies to be conducted.
- Despite the achievements of the capacity-building activities, which will pave the road towards significant changes to both the labour market and TVET at different levels, some interviewees – including ILO staff and participant NGOs – indicated that they “should be more results-based focused and not only knowledge-based focused”. With respect to the importance of linking what has been learned with some tangible activities/initiatives, it should be a priority to check the visibility and utility of the topics, skills and modules they have learned. This is highly important, especially for TVET centres at both the formal and informal levels, and guided by rigid monitoring and coaching plans and referring to the results of the sector studies currently being conducted.

**Question 2: To what extent do the projects’ activities line up with the LCRP and other strategies designed to support Lebanon and Syrian refugees in light of the crisis in Syria?**

**Finding 2: Both projects are aligned with the LCRP and other strategies serving Lebanese citizens and Syrians alike.**

The evaluation found that the interventions and activities, particularly the training provided, fed into the wider collective effort of the response to the Lebanon Crisis Response Plan (LCRP). The evaluation found that a background introduction of the LCRP, which is a joint effort between various organizations led by the Lebanese Government to alleviate the impact of the Syrian crisis and to maintain social stability, was considered properly. Both projects responded towards many of the sectors that the LCRP provides support to, such as education, food security, shelter, livelihoods, social protection, health, social stability, energy and water. However, the work still requires a lot of coordination.

The LCRP 2017–2020 (updated 2018) seeks to provide a framework for an integrated humanitarian-development response in which the needs of the refugees are – to the extent possible – met by strengthening the capacity of national institutions and civil society to deliver services, and the impact of the refugee presence is mitigated by supporting host communities and vulnerable Lebanese.

The LCRP prioritizes the modernization of TVET curricula and enhancing linkages with the private sector. In parallel, the Government is also developing a youth strategy, which includes a VT component, and targets 500,000 at-risk youth. Recognizing the benefits of TVET to individuals, enterprises, the economy and society at large, the UNICEF Lebanon Country Programme Document for 2017–2020 and the ILO Programme of Cooperation with the Government of Lebanon, comprise partnership agreements with the Government to advance its agenda to reform and strengthen TVET provision.

As a response to the LCRP, the **UNICEF** project is developing SOPs for market-based skills training provision, as well as standardized market assessment tools and monitoring systems. The Italian Cooperation project did this for non-formal market-based training and then was downgraded to the guidelines level, as neither the Government nor the livelihoods cluster felt they were in a position to endorse such a strong recommendation. Actually, this indicates and confirms some of the ambitious features of the project as explained above. UNICEF is also supporting NGOs that work with the NEO, which has an uneven capacity to conduct market assessments and to run CBT programmes.

**As for the Italian Cooperation** project, activities were built on the needs and gaps in services identified by the ILO analysis of employment services and labour market information, and intended to generate data for these providers. The LCRP aims to respond to these challenges in a holistic, comprehensive manner through longer-term, multi-year planning in order to achieve the following strategic objectives of the LCRP. This aligns perfectly with the project's objectives, supporting Lebanese citizens and Syrian refugees following the crisis in Syria.

**Question 3: To what extent has the project been successful in identifying the most relevant partners/actors for this project and what was the added value of this model of tripartite partnership?**

**Finding 3: Although the involvement of a multitude of actors in the projects was challenging, both projects managed to coordinate the various stakeholders effectively.**

The evaluation found that ILO has consistently selected appropriate and relevant partners for this programme. ILO has a clear vision with regard to its partner selection for this programme. As much as possible ILO has been working with a number of strategic partners – Italian Cooperation, UNICEF and other UN agencies, such as UNHCR, UNRWA, FAO and UNDP, together with the government partners represented by four ministries (**MOSA, MOA, MOL, and MEHE, in addition to the NEO**), and complementing this work by collaborating with numerous NGOs with considerable programming expertise and which have a strong commitment to TVET.

The project adopted a multi-stakeholder approach in its implementation and policy development. It is based on the tripartite principle/approach, which brings together government entities, decision-makers and other stakeholders to discuss policies, programmes and laws to build consensus on labour national policies. The ILO brings tripartite constituents together for social dialogue and consensus building. The tripartite structure on which the ILO is based enables close contact with and easy access to the expertise of governments, employers' organizations and trade unions. Tripartism engenders and enhances better operative linkages between social dialogue and skills development. This is critical in the context of skills development to ensure that technical and VT creates a labour supply with skills that match the private sector's demand. This integrated approach adopted by the projects was clear from the fieldwork conducted.

In the **Italian Cooperation** project, the direct recipients were NGOs providing VT, as well as public and private VT providers. These service providers received technical assistance, institutional development and capacity-building activities. The project also involved a number of key stakeholders, namely MOL, MEHE, MOSA, MOA, NEO and the National Vocational Training Centre (NVTC). In addition, UNDP, FAO, UNICEF, UNRWA, their local NGOs, and a number of private sector players were represented in the project. Although involving various actors in the project was challenging, the project managed to coordinate the different stakeholders effectively throughout. This participatory approach and dialogue is a key instrument in promoting and achieving consensus, inclusive development and cohesion, and promotes transparency.

Interviews with project staff serving both the **Italian Cooperation** and **UNICEF** projects confirmed the importance of such partnerships and stakeholders' involvement and assured a division of tasks and responsibilities among each partner. Project staff were largely aware of the individual responsibilities of each partner. This aspect is crucial for ensuring that there is no overlap or duplication between the partners and their activities.

The evaluation found that the complementarity characteristics were shown effectively in the partnership model adopted in this programme. There was strong cooperation between UNICEF and ILO regarding the labour market data. ILO focused on the project management utilizing the available human resources to lead most of the capacity-building activities in addition to lead and conduct the internal and/or the external evaluation according to the ILO evaluation policy. On the other hand, ILO and the Government worked together to jointly agree on the purpose, use, timing, financing mechanisms and ToR for evaluating the project, including the evaluation of the Italian Cooperation's contribution to the set outcomes in this project. On the other hand, UNICEF was the main strategic partner with the MEHE because of its previous experience in this area, while UNDP provided its support to the livelihood sector. Finally, UNHCR and UNRWA provided updated data about the refugees, as required. There were also other opportunities to cooperate with EU, GIZ and United States Agency For International Development (USAID) in this project, while the Italian Cooperation provided its support in working with the relevant NGOs that provide TVET activities.

Almost all interviewees, including the group interviews with MOSA, the NVTC and Production Handcrafts' Unit employees, highlighted the value of partnering with ILO due to its strong relationship with ministries, especially MOSA, which is the governmental body addressing labour market inefficiencies and creating employment opportunities for craft occupations. Moreover, there is a general understanding among stakeholders that UNICEF is working on the policy level, the Italian Cooperation is more concerned with the NGOs, and ILO is concerned with leading the entire global partnerships among different partners playing the abovementioned roles during the life cycle of the project.

However, the evaluation found that there was a need to form a Project Steering Committee (PSC) to play a coordinating role in such a model of partnership, especially with the diversity of partners, actors and other stakeholders. Despite the fact that the PSC could be effective but result in some specific coordination challenges or delays in implementing the project in such model of partnership, the evaluation team believes that having such a committee with stable representatives will be successful in dealing with the high turnover in some positions at project level, especially the CTA and other staff in ILO, by having a clear delegation of roles and a decision-making mechanism to deal with such emergent situations. However, the project used one of the PSC to coordinate the activities being implemented between ILO and FAO in addition to MOA and other relevant NGOs to manage and upgrade the education systems in seven schools affiliated to the agriculture sector. Also, other bilateral multilateral and ad hoc

approaches of coordination have been formed, such as the ILO–UNICEF and GIZ to coordinate on TVET matters and deal with problems/issues relating to MEHE, the Directorate General for Technical Vocational Education and Training, and beyond. This should be continued and supported for the entire project to bring together all the key partners and actors and not to depend on the signed bilateral agreements.

**Question 4: Are the planned project objectives and outcomes relevant and realistic to the situation and needs on the ground? If not, why not?**

**Finding 4: The project objectives were too ambitious.**

As partially explained above, the project objectives were too ambitious considering the complexity of the two projects, the nature of the projects and their target groups, in addition to the many changes planned at the institutional and policy levels. As explained above, considering the linkages between the labour market assessments and TVET, this required additional time for both the advocacy, awareness and policy change levels, in addition to the time needed for the sector studies in order to fully achieve the set objectives. The key issues that the projects are attempting to address are not easy to tackle within one year (in the case of the Italian Cooperation project) or even 30 months (as with the UNICEF project), considering the mindset, the local context and the diversity of stakeholders and beneficiaries.

The evaluation found a need for **advocacy** efforts at the donor level to explain the complexity of this programme, the local context in Lebanon, and the diversity of labour market issues. This means that additional time was required to fully plan and implement both of the project activities/interventions, with the design phase integrated into the project life cycle – particularly the Italian Cooperation project.

Despite the fact that the short time frame of the project will not necessarily result in short-term results, the complexity and diversity of the project interventions might require additional time (e.g. the coaching and mentoring activities were not implemented as planned as the preparation for the training activities and other logistics took a long time). The majority of the stakeholders interviewed in the current evaluation process reported that the limited time given to implement both projects resulted in focusing more on tracking short-term results at the cost of quality. However, the ILO–UNICEF project is focusing on the long term through the development of the NSF of TVET, expanding institutional capacities, introducing new models, approaches and practices that will prove its impact in the long run.

Achieving change among the target groups, particularly Lebanese youth, on their perceptions of TVET, as well as linking their skills to the labour market's needs, requires a long time and collaborative efforts from a diversity of stakeholders. This should have been considered properly when anticipating certain medium-term results of this project. This challenge was demonstrated clearly in the delay in the Italian Cooperation project's implementation and the difficulty to transform the skills acquired from the training programme and other capacity-building activities into well-structured local assessments at the community level. Such assessments ought to be guided by coaching and mentoring activities (by the ILO and others), which were largely absent in this project.

**Question 5: Were the problems and needs adequately analysed? Did the projects' objectives and outcomes take into consideration the needs of both female and male youth?**

**Finding 5: The projects' objectives and outcomes fulfilled the inclusiveness requirement and provided opportunities for all.**

The evaluation found that the projects comprised a special focus on gender equality and youth. The progress reports even show that a greater number of women participated in the training workshops than men. Another important component taken into consideration and highlighted in the interviews was the integration of persons with disabilities (PWDs).

This was not only reflected in the training workshops, but also in the *National Strategic Framework for Technical Vocational Education and Training in Lebanon 2018–2022*. Its vision incorporates an inclusive TVET system providing equal opportunities for all, welcoming marginalized populations, women, youth, minorities and PWDs. This gave a new dimension to the TVET system in Lebanon, ensuring inclusiveness and a different way of tackling TVET in the country.

Also, referring to the projects' objectives and the linkages with the LRCP, the inclusiveness component in the strategic framework gave specific attention to apply the set strategies in TVET for both Lebanese citizens and refugees – not only Syrian refugees – which will improve the social cohesion between the different target groups engaged in TVET activities. Actually, the evaluation team considered this as one of the stronger components of this framework, especially given that interviewees highlighted its role in reducing tensions between Lebanese and other nationalities living in Lebanon – often noticeable at training workshops.

The evaluation found that both projects ensured inclusiveness in the design, with a focus on women, youth and PWDs. There was an advocacy plan targeting policy-makers on gender equality in employment, as well as changing the perception of PWDs as part of the initial steps taken by the ILO. In addition, the majority of training and workshop participants for both projects were women.

**Question 6: Were the scope and activities hampered by external factors (such as government, difficulties for Syrians accessing training, etc.)?**

**Finding 6: Refugees faced a number of challenges that hampered them to better access the training and engage in the labour market.**

Since the outbreak of armed conflict in Syria, a large number of refugees have arrived in Jordan and Lebanon. Aside from the immediate humanitarian needs of the Syrian refugees, their integration into the local labour market is crucial to enable them to improve their situation through their own efforts and, for host countries, to reap the potential economic benefits from the demographic boost. However, the policy responses of Jordan and Lebanon have generally limited refugees' access to work in an attempt to protect jobs for the native population. Given the large number of refugees, this is understandable. But joint efforts from host governments and the international community are required to engage refugees in productive and formalized economic activities, alongside raising the labour market potential of the native population.<sup>18</sup> Examples of international efforts to encourage national policy action combined with external support include the present two projects led by the ILO and evaluated here. The NSF have also paid special attention to this issue to ensure that such inclusiveness operates at a number of levels.

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<sup>18</sup> Errighi, L.; Griese, J. 2016. *Syrian refugee crisis: Labour market implications in Jordan and Lebanon* (EU).

As part of ILO's response to the Syrian refugee crisis, as well as the LCRP by the UN and the Government, the ILO is implementing three projects addressing the need for a labour market-based TVET, together forming the Lebanon TVET portfolio. The ILO has been requested to take a leading role in the drafting of guidelines on modalities of skills training towards a common and consistent approach in designing skills development training programmes. In fact, the modalities workshops were to provide a venue for an exchange of local and international experiences and practices that will feed into the guidelines. Although the LCRP is providing training to a large number of beneficiaries, the economy has not created enough jobs to match. Nevertheless, what is required is to improve the quality of training to serve livelihoods by ensuring an effective link to the labour market through job placements and internships.

The documentation of the complementary workshops revealed a number of challenges that refugees face regarding access to training and the labour market, including:

- legal status (refugees have limited freedom of movement due to illegal status);
- outreach challenges and linkages with local organizations to facilitate the process;
- tensions with host communities where training is refugee-focused due to competition for jobs;
- the need for training to be part of a larger programme of psychosocial support, life-skills support;
- the need to bring beneficiaries into the labour market based on solid market research and market analysis to link employment with market needs and which provides support to businesses providing employment and apprenticeships.

All service providers face issues regarding training challenges, financial, legal and labour market challenges. Although TVET systems in Lebanon is an inclusive in its nature that promotes social inclusion, including that of marginalized groups, refugees, disadvantaged groups and PWDs, refugees are still disadvantaged when it comes to some of the training and legal challenges. Some of the challenges faced by refugees include the following:

- Refugees sometimes have issues regarding their legal status. Refugees might have limited freedom of mobility due to their illegal status and being unregistered.
- The World Bank estimates that around 200,000 Lebanese have been pushed into poverty, and another 250,000–300,000, mostly unskilled youth,<sup>19</sup> have become unemployed as a direct consequence of the refugee crisis. This results in tensions in host communities where locals feel threatened by the presence of refugees. Some of those interviewed during the evaluation process, especially the Italian NGO participants, indicated that this tension was intensifying. This happened when the facilitator could not understand the local context (e.g. the TREE training workshops), indicating that targeting both Lebanese and refugees with a special focus on refugees sometimes led to misunderstandings.
- Higher competition is another issue for low-skilled workers due to the mass influx of refugees and other migrants willing to accept lower wages.
- In some cases, refugees do not want to take work permits fearing losing their benefits from humanitarian assistance or getting immigration status to Europe.
- On the other hand, some ILO staff interviewed indicated other restrictions such as the update of the areas of the economy open for only Lebanese. This made it more confusing at first and restricts what type of market opportunities and skills training are open to Syrian refugees.

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<sup>19</sup> <https://www.worldbank.org/en/country/lebanon/overview>- [April 2017].

On the other hand, some of the stakeholders interviewed and/or consulted from both Jordanian and Lebanese NGOs in the evaluation process indicated that they have participated in such workshops to expand the regional angle of this programme and maximize learning opportunities. Also, they indicated that the training workshops that addressed the legal aspects of TVET activities were confusing – particularly for Jordanians because of the differences between Jordanian and Lebanese legislation that deals with the different TVET and labour market issues. This should be dealt with in a sensitive way considering the desire of target groups from each nationality to follow a suitable legal system when signing a contract with an employer. Actually, the confusion happened because the Jordanian participants felt that explaining the legal status for each country led them to feel that combining both Jordanian and Lebanese participants in this training was not good as the exchange of experiences and mutual learning could be valid for other areas, but not regarding legal issues considering the diversity of refugees and host communities. However, there was fair synergy between the Jordanian and Lebanese NGOs participants in other training workshops.

## 4.2 Validity of design

**Question 7: Are the projects' strategies and structures coherent and logical (what are the logical correlations between objectives, outcomes, and outputs)? Do any changes need to be made to the design of the projects – whether in the interventions, activities, approach, etc.?**

**Finding 7: The strategies and structures of both projects were logical and coherent.**

The evaluation found that the projects' goals and objectives were coherent and logical. The outcomes of both projects complement each other and are interlinked. The Italian Cooperation development goal is to improve the employability of Lebanese and refugees. This long-term goal will not be assessed in the short term. The short-term goal is improved and market-based provision of VT for Lebanese and refugees. There are three main immediate objectives for the project. The first one is to strengthen the capacity of VT providers to prioritize training programmes based on market needs. The second is strengthening the capacity of VT providers to design demand-driven curricula. The third is to draft inter-agency SOPs for market-based skills training.

On the other hand, the development goal set by UNICEF is to improve the quality of skills development services and access of Lebanese and refugee youth to the labour market. The goal will be achieved through matching market needs with the type of training required.

The UNICEF–ILO initiative supported a number of market assessments that identifies the skills needed and the development of CBT programme in addition to the LMAs based on these needs and other capacity-building activities. These would benefit the Italian Cooperation NGOs and guide them in their work. Also, UNICEF covers the adaptation of the TREE and CBT manual to the NGOs. This shows positive sustainability aspects and linkages between the two projects.

**Finding 8: There is strong capacity building in the project designs.**

The evaluation found that the **capacity-building** component in the two projects was comprehensive and addressed most of the priority needs of all the targeted groups – particularly the CBT and labour market skills. Such capacity-building efforts, particularly the training activities provided to the targeted groups, were very useful as reported by all the groups interviewed, particularly on the knowledge and skills level



rather than the practice level. This means that the project succeeded in providing and equipping project beneficiaries and workshop participants with a high level of knowledge of the formal and informal TVET, CBT, modalities, enabling environments, TREE and other areas of knowledge. They acquired specific skills through the practical exercises performed in the training workshops. However, on the level of practice and application, applying new models such as CBT still needs more attention during the remaining period of the two projects, guided by post-training support, coaching and mentoring activities. In this regard, they indicated strongly their satisfaction with the skills acquired. **This will be elaborated under the effectiveness section.**

**Finding 9: The projects' strategies and designs lack other specific interventions/activities.**

Considering the complexity and nature of the project, the changes proposed to be made in Lebanon in the labour market and the TVET programme, the target groups, the scope of work and time-frame of the project among other variables, the evaluation found some pressing areas which still need to be strengthened under the project development or the project design. These can be addressed either in the remaining time of the UNICEF–ILO project or the ILO-Italian Cooperation project, in case of replicating or scaling them up in the future. They are as follows:

- ☒ There is a lack of a **buy-in or social marketing strategy** component in the programme design. Based on the nature of this programme, it is not easy to make social change with the expected resistance of some of the targeted youth groups, particularly in Lebanon, due to their perceptions and their parents/caregivers' attitudes towards TVET. Also, the resistance of some governmental staff and the difficulty to change their mindset easily about the need to change the approach when developing curricula, in addition to the diversity of VT service providers, is considered a key barrier to turning the National Strategic Framework into actionable interventions on the ground.
- ☒ So, having such a social marketing strategy is considered as one of the recommended actions where awareness sessions and advocacy campaigns develop specific mechanisms to integrate social media in outreach and advocacy activities. Other communication strategies should be developed for different groups – at the community level, employers, and private sector, in addition to governmental and donor levels to sensitize and prepare the community for change inside the Lebanese community regarding the labour market and TVET. This would include the need to improve the perception of some of the Lebanese groups and their families about TVET compared with other education modalities. Considering the short nature of the Italian Cooperation project, it is highly advised to consider it in the remaining period of ILO–UNICEF project or in case there will be another phase/project with Italian Cooperation.
- ☒ Targeting the **higher level positions and decision-makers** in the training and capacity-building activities by adopting short tailored sessions to sensitize their concerns, interest and great attention, is highly recommended for inclusion into the project design. The evaluation revealed that some of the workshop participants, particularly from the governmental entities, were neither the right ones nor working as champions as the majority were not decision-makers, as will be explained under the section on selecting beneficiaries. Considering the limited time of some of the higher level positions, it would be beneficial to target them even on the last day of the training workshops or other separate post-training activities to ensure consensus. As reported by some of those interviewed, some participants left the training while it was being facilitated due to a lack of interest or because they had other commitments where they were working.
- ☒ The same should be undertaken with the **employers/private sector staff** by adopting tailored and non-traditional approaches (e.g. policy meetings, round tables, etc.). Actually, the evaluation

team regarded this issue as an important intervention to be considered in the project design for their better engagement in turning the set strategies into actionable achievements. Despite the fact that ILO had private sector engagement through the NEO sector studies, this should be supported adequately and monitored during the remaining period of the ILO–UNICEF project, as reported by some ILO staff and other Italian and UNICEF NGOs consulted. They indicated that giving them additional attention is highly advised to ensure the tripartite approach adopted by ILO.

- ☒ Targeting some **trainers in the VT centres (public, private or NGOs)** in the same training is highly advised to ensure that all actors involved in TVET are on the same page. Also, they could be trained by those who will be receiving the TOT, as will be explained later.
- ☒ Additionally, the evaluation found that the **selection process of the training participants** should be well-structured and follow pre-defined criteria. It was noticed clearly in the evaluation process, and validated by the feedback from interviewees, that the selection of participants, particularly on the governmental level, was managed in a subjective way. In most cases, there was a lack of dedication and interest for the post-training activities. The evaluation revealed that sometimes the correct people were there, but demotivated, sometimes through government selection or the fact they were told last minute to substitute someone, as the project management felt that it was better someone attend, than no one from the ministry. So, since critical next steps will be taken through the action plans for each ministry, the selection process should be considered more properly. This was demonstrated in the feedback provided by some training participants when they showed low interest for some of the training sessions attended. Involving stable and well-selected suitable participants from each ministry guided by pre-defined criteria, and developed jointly in a high-level policy meeting is considered as one of the important steps to be undertaken. The participants will then be working as champions for such change supported by the decision-makers. Without doing that the gap between theory and practice will increase and the set strategies will be useless when going ahead.
- ☒ Finally, a **well-structured TOT** should be developed when targeting the final list of working groups or champions to turn the training outcomes into tangible actions and transfer what they have learned to other groups. This is highly advised to ensure sustainability of the project outcomes. This means that replicating the training to other groups should be done by those few who received training on the TOT skills for this project from all types of the targeted groups to increase the outreach of the project results and to act as champions of similar projects in the future.

**Question 9: Do the projects make use of a monitoring and evaluation framework? How appropriate and useful are the indicators in assessing the projects' progress? If necessary, how should they be modified to be more useful? Were the indicators gender sensitive? Are the means of verification for the indicators appropriate?**

**Finding 11:** Monitoring and evaluation processes in the two projects tended to be mainly activity- and output-focused, with less emphasis on qualitative analysis on the outcomes and impact levels as long-term results of the project/programme. This is, in part, due to limited staff resources to monitor effectively in addition to a lack of clarity of the important role of the concerned programme staff in the M&E processes and activities.

Effective monitoring, evaluation, assessment and documentation are without a doubt a major factor in enhancing any programmatic intervention, achieving desired objectives and tracking progress during the life of the project. This includes the quality assurance tools for all the project deliverables and considering the pilot nature of the project. One of the major challenges that the project faced was the monitoring system and its programmatic adjustments, which was validated in the interviews.

Despite the fact that both projects have clear and logical framework, regularly updated with spreadsheets that show the number of beneficiaries from each training/activity, there was an **absence of a clear and well-structured M&E system** showing who will do what, when, where and how in a specific matrix that tracks progress across the life of the project – not only the reporting period. This was validated by most of those consulted during the life of the project – including some ILO staff and other stakeholders. As mentioned above, it seems that one of the reasons behind this absence was the lack of a delegated M&E officer. These functions were thus carried out by other project staff who were not well equipped. Nevertheless, implementation of the projects resulted in a diverse set of short- and medium-term results, including the development of the NSF, building institutional capacities, introducing new models/products/approaches and conducting the LMAs and sector studies. Also, there was lack of reflection activities to capture feedback from stakeholders, including direct beneficiaries where corrective actions could have been made accordingly instead of depending on the pre- and post-training assessments. Also, as previously indicated, the project did not include a well-structured **risk analysis component** in the M&E system with contingency plans for potential issues.

The **pre- and post-training assessments** could have been presented or documented in a better way for learning purposes; there was a lack of dissemination and sharing with the target groups. Despite the fact that this process followed the ITC rules and methodologies, the evaluation found that it would be better to administer it in a non-traditional way to give training participants the opportunity to provide feedback in an interactive way, instead of using forms.

The evaluation emphasizes the importance of giving special attention to **identifying training needs** as one of the M&E tools to better select the target groups and participants for the different training sessions. Despite the fact that identifying training needs was one of the selection criteria prior to training, this finding was validated when some stakeholders indicated that they were already aware of most or all of the training content, while others commented that the content was beyond their level of understanding. Others commented on the repetition of some topics in different training sessions. As explained earlier in this report, this may have occurred as a result of a lack of availability of the right people. Alternatively, they may have been informed late or there may have been a lack of a well-structured mechanism for the selecting trainees.

On the other hand, the M&E system in both projects lacked **documentation of best practices** of some initiatives carried out, particularly by some of the NGOs. Some NGO interviewees said that they started to use the CBT and other training materials in the VT centres they operate, while others indicated that they used some of the skills acquired, such as the project cycle management in developing better project proposals to donors. From an evaluation angle, this represents unforeseen **results** not well documented in the project. Such initiatives led by NGOs should be closely monitored, with coaching activities for learning purposes and knowledge exchange with others.

From discussions with the team, it was observed that the project's organizational structure was weak, especially in the early stages of the project, which was aggravated due to the turnover of some important positions (e.g. the CTA). Such turbulences in the organizational structure of both projects had a negative

impact on the project, resulting in delays in the follow-up work and the development of evaluation tools. Accordingly, both projects did not document the best practices and lessons learned.

#### **Question 10: What was the baseline condition at the beginning of the projects? How was it established?**

#### **Finding 12: A baseline condition was established at the beginning of the two projects.**

The evaluation found that baseline conditions were multi-dimensional in nature. The main area of concern was the conflict in Syria, which is continuing to reshape the socioeconomic structure of Lebanon. Political instability in Lebanon was not only an area of concern but was also affected by the crisis in Syria. The Syrian crisis has impacted the Lebanese economy and affected the labour market.

For the **Italian Cooperation project**, the training needs assessment was used as a baseline to monitor progress and evaluate achievements towards enhanced capacities of VT providers and improved implementation of VT programmes.

As for the **UNICEF-funded project**, guidance was sought on database content, and a draft questionnaire was developed as part of designing tools and follow-up support activity. Also, technical support was provided to UNICEF for conducting tracer studies with a partner NGO in February 2018. Pilot testing of the questionnaire was conducted, and preparation for the next steps are ongoing.

Actually, the evaluation found the baseline condition and rationale behind the project was developed properly at the beginning of the project where key issues were identified (below), to be addressed through various interventions and activities. Although the Lebanese labour market conditions before the Syrian crisis were poor, the crisis has had a major effect on the labour market, especially on youth. In the age group 15–19 years, some 18 per cent were active in the labour market, suggesting they were active<sup>20</sup> in contributing to household income. The evaluation found that the data collected at the beginning of the project was not as full as a normal baseline process. However, all the variables addressed the labour market or TVET. A good example of the quality of data and analysis at the beginning of the project was the identification of the low levels of job creation in the value-added sectors, resulting in shortfall of jobs for qualified workers. Other significant issues included:

- the significant number of workers engaged in the informal sector;
- high levels of in-migration and forced displacement regionally, especially from Syria;
- the out-migration of many young skilled Lebanese workers,<sup>21</sup>
- occupational segregation and skills mismatches.

On the other hand, it is worth mentioning that the labour market assessment per sector and other relative areas have been identified as key interventions and activities of the two projects. Some of them have already commenced while others are still in process, as explained clearly in the next section.

### **4.3 Effectiveness**

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<sup>20</sup> Central Administration of Statistics (CAS). 2009. *Multiple Indicators Cluster Survey (MICS)*.

<sup>21</sup> ILO, Ajluni, S. and Kawar, M. 2015. *Towards Decent Work in Lebanon: Issues and challenges in light of the Syrian refugee crisis*.

**(Progress towards achieving the development objectives, outcomes and outputs)**

**Question 11: What progress did the projects make towards achieving the development objectives, outcomes and outputs?**

**Finding 13: Both projects achieved satisfactory results, objectives, outcomes and outputs.**

This section addresses the extent to which the projects' objectives, outcomes and outputs were achieved. The UNICEF–ILO project started on 1 January 2017 with an expected end date of 30 June 2019. As this is considered the mid-term evaluation, overall, the project has achieved positive results and is on the right track to deliver its agreed outcomes and outputs. In order to identify the extent of the project's effectiveness, the evaluation team has examined the key areas of each project through interviews with government partners and stakeholders.

Concerning output 1 of “improved availability and quality of labour market information”, the indicator was “at least three sectors nation-wide and seven local-level labour market assessments conducted to identify new occupations in line with labour market skills demand”. This output, planned for June 2019, has not yet been achieved. However, this section demonstrates progress towards achieving the output. The evaluation revealed that 44 participants from 15 organizations joined the ILO TREE programme.<sup>22</sup> In addition, six project officers working in these organizations were trained on various topics relevant to skills development, and 28 participants from 15 organizations (governmental and non-governmental) were trained on mixed methodologies for assessing the labour market. Finally, five sectors were identified in consultations with key stakeholders and analysed: craft, health, public infrastructure, printing and packaging, and exports.

Activities 1.3 and 1.4 have not been fully implemented yet. In addition to supporting the labour market assessment, the project plans to support NGOs (VT providers) and the NEO in designing and running tracer studies for graduates, as well as employer satisfaction surveys. The NGO and NEO studies are in the pipeline and the questionnaire for the assessment has been piloted.

Concerning output 2 of “competency-based training programmes relevant to labour market demand developed and initiated”, there are positive indicators of progress towards achieving the output. Some 44 participants were trained on CBT from 15 organizations, 22 participants were trained on work-based learning, designing, implementing and M&E of VT from 11 organizations (UNICEF, government, partner NGOs), and 22 participants were trained on enabling environments from 13 organizations (UNICEF, government, partner NGOs). The CBT training showed great success with participants, who stated that it was the best training they had participated in.

It is worth mentioning that despite the fact that some planned activities have not been implemented in accordance with the work plan, the sequence of planned activities were well designed in the sense that common concepts and principles were realized and challenges were explored before moving onto more in-depth aspects. Some of the examples that resulted from certain challenges that were captured during the evaluation process included:

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<sup>22</sup> The TREE programme is a proven platform that assists those working in largely informal economies to build skills and abilities to generate additional income.

- Reduced capacity in human resources due to sharing project staff (including a CTA, national project coordinator and an AA) with two other projects. The recruitment process for a new CTA and additional staff was only completed in January 2018 and late November 2017 respectively.
- The non-availability of the service provider (ILO–ITC) to initiate training activities in September 2017, the time required for assessing needs, adapting and designing the package, outreach to relevant trainers, and the inclusion of the Jordan team all pushed the implementation plan back to December 2017.
- The set-up of the skills training task force to develop the guidelines for VT stalled due to personnel changes at the ministerial level. While SOPs and guidelines needed drafting, given the pace of government involvement and the extent of organizations involved in VT, enforcing the SOPs/guidelines in Lebanon across the entire livelihoods sector may not be realized during the life of the project.
- As a result, the coaching/mentoring activities following training were enacted at a much smaller scale than planned. This is why the evaluation team viewed the project as, to some extent, ambitious.

The following table shows the progress achieved on specific activities under each of the expected outcomes and outputs for both of the ILO–UNICEF and Italian Cooperation project as of the end of May, 2018.

**Table 2. ILO–UNICEF project: Towards improved formal and non-formal TVET in Lebanon**

	<b>Outcome/output/activity</b>	<b>Progress achieved till the end of May, 2018 (including the way forward and next steps for each output/activity)</b>
<b>Outcome: TVET curricula and standards for youth are relevant to identified labour market needs</b>		
<b>Output 1: Improved availability and quality of labour market information</b>		
<b>Interventions/activities:</b>		
1	Support NGOs (VT providers) through training, coaching and follow-up to conduct, analyse and validate LM assessment at local level	<ul style="list-style-type: none"> <li>• 44 participants trained on TREE; 15 organizations (UNICEF and partnering NGOs)</li> <li>• 6 officers trained on various topics relevant to skills development</li> <li>• 28 participants trained on mixed methodologies for labour market assessment; 15 organizations (NGO and GVT)</li> <li>• Training on TREE conducted in March 2017</li> <li>• Complementary training on TREE in May 2018 – adaptation of TREE methodology to Lebanon</li> <li>• 6 officers from NGOs participated in the skills academy, covered by the project</li> <li>• 2 UNICEF staff also participated, funded by UNICEF</li> <li>• Another two staff from an NGO used their own funds to participate, facilitated by ILO before ITC</li> <li>• Other potential training at ITC was identified, including skills anticipation and training on rural development/SMEs and shared with UNICEF for discussion. For skills anticipation, it was concluded to target government institutions. Others to be further reviewed based on NGOs' field of work and needs.</li> <li>• Follow-up/impact assessment conducted in June 2017</li> <li>• Draft ToR for local labour market assessment developed and shared with NGOs, coaching and follow-up support explored</li> </ul>

		<p>during a technical meeting in August 2017; procurement process initiated for a company to support the fieldwork.</p> <ul style="list-style-type: none"> <li>• An in-depth training on TREE is planned in May 2018 through another ILO project and will be offered to both parties in order to adapt the tool and plan the fieldwork accordingly</li> <li>• Complementary training workshop on mixed methodologies for labour market assessment based on ILO tools organized in December 2017</li> <li>• Support provided to LebRelief, Safadi Foundation on occupations in demand</li> </ul>
2	Support NEO in designing and implementing sectoral labour market assessments at the national level	<ul style="list-style-type: none"> <li>• 5 sectors – craft, health, public infrastructure, printing and packaging and exports</li> <li>• Draft LM study report on potential opportunities in craft under review – next step feasibility study</li> <li>• Health sector fieldwork ongoing</li> <li>• Printing and packaging initiated last month</li> <li>• Public infrastructure initiated on April, 2018 while exports support underway</li> <li>• Guidance on database content, draft questionnaire developed as part of designing tools and follow-up support activity</li> <li>• Technical support provided to UNICEF for conducting tracer studies in partnership with NGOs in February 2018; pilot test of the questionnaire conducted; preparation for next steps ongoing</li> <li>• Coordination with a research company and NGO to support the fieldwork and analysis for labour market assessment at the local level initiated in February 2018</li> <li>• Adaptation of the TREE methodology and identification of community to be targeted/pilot projects for implementation initiated</li> <li>• Results of pilot test of the questionnaire available; preparation for next steps</li> </ul>
<p><b>Output 2: Competency-based training programmes relevant to labour market demand developed and initiated</b></p>		
1	Design and implement TOT on CBT, occupational safety and health, learning methods and assessment and certification of CBT	<ul style="list-style-type: none"> <li>• 44 participants trained on CBT; 15 organizations (in 2017); 22 participants trained on work-based learning, designing, implementing and M&amp;E of VT; 11 organizations (UNICEF, GVT, partnering NGOs)</li> <li>• 22 participants trained on enabling environments; 13 organizations (UNICEF, GVT, partnering NGOs)</li> <li>• Training on CBT provided in March 2017; complementary training workshops organized in 2017 relevant to work-based learning, designing and implementing VT programmes, and M&amp;E</li> <li>• 6 officers from NGOs joined the skills academy (their participation was covered by the project)</li> <li>• 2 UNICEF staff also participated, funded by UNICEF; another two staff from an NGO used their own funds to participate; the ILO facilitated their enrolment before ITC</li> <li>• Other training at ITC to be delivered based on market assessment findings</li> </ul>

		<ul style="list-style-type: none"> <li>• Training workshop on enabling environments for VT organized in January 2018 included legal framework and apprenticeship/internship arrangements and financing; complementary training workshop to be delivered once the guide on rights at work completed</li> <li>• <b>Under coaching and follow-up support</b> – support to Safadi Foundation in 2017; curricula on construction shared; two coordination meetings took place to further discuss the adaptation of curricula; coordination with ANERA and technical support on curricula and market assessment and technical support provided to AVSI on pots training support and job placement; meeting organized to provided technical support to LebRelief on developing CBT curricula in construction February–May 2018 . Additionally, follow-up/impact assessment of training provided in March, 2018 conducted in June 2017; complementary training workshops organized in Dec 2017 throughout May 2018 (with funding from Italian project) relevant to work-based learning and designing and implementing VT programmes</li> </ul>
2	Analyse the institutional and management functions of selected training providers and strengthen capacities	<ul style="list-style-type: none"> <li>• Negotiation with MOA to initiate the functional review work took place between July and October 2017; several meetings arranged to clarify the purpose of this activity and get the approval of the Ministry.</li> <li>• Functional review fieldwork initiated in December 2017</li> <li>• The methodology includes key informant interviews, focus groups, and interview-based questionnaire; fieldwork took place between February and April 2018</li> <li>• Draft report and recommendations delivered mid May 2018; report under review</li> <li>• Training on managing VT institutions (MOA, NTC, NGOs) is planned for 25–29 June in collaboration with ITC–ILO; it will also benefit UNICEF NGOs</li> <li>• Draft standard life skills and rights at work available; requires update based on recent development; coordination with consultants in the pipeline</li> <li>• Draft CBT manual produced; final review adding additional inputs in the pipeline</li> <li>• ILO curricula for the construction sector shared with GIZ and Safadi Foundation as reference; the latter is conducting an upgrade based on a modular system; based on findings from market studies, curricula available will be reviewed and upgraded while training will follow</li> <li>• Negotiation with a training provider on the DACUM approach initiated – this training provider is a leader in DACUM certification; 2 training sessions are planned to establish a team of master trainers in Lebanon – the first one relates to DACUM (analysis of occupations) and the second on systematic curriculum and instructional development (SCID); participants to be tested and provided with certification as experts in DACUM and SCID</li> </ul>



		<p>approaches; provisional dates from May 28 to June 8 (each training course of 5 days)</p> <ul style="list-style-type: none"> <li>• Linkages with ILO Jordan related to construction sector; exploring potential accreditation with OMNIA and YMCA Finland, exploring potential accreditation with a Dutch consulting group for agriculture</li> </ul>
<b>Monitoring and evaluation</b>		
1	Baseline: TVET mapping, strategy and roadmap	<ul style="list-style-type: none"> <li>• 6 working groups established within line ministries and NGOs to contribute with inputs to the mapping, and support the development of the strategic framework and work plans</li> <li>• Consultations with the project management office, livelihoods sector members and other relevant ministries, employers and trade union organizations, and other UN agencies and international organizations on the findings and feedback</li> <li>• Technical review completed in August 2017 and draft report completed by Dec 17</li> <li>• Final NSF and roadmaps for each ministry completed in January 2018; launching event in June 2018</li> <li>• Awareness-raising workshop on CBT covering the performance assessment process and the involvement of employers as a practical example organized in January 2018</li> <li>• Documentary outlining an overview of the UNICEF–ILO initiative, the importance of updating the TVET system and CBT, and the proceedings of the workshop were partially produced</li> <li>• Preliminary validation workshop conducted in December 2017 with key stakeholders; feedback incorporated January 2018; 2nd round of comments launched in February 2018; inputs are being collected and under review to finalize the NSF document</li> <li>• Once the document is finalized, translation into Arabic will be provided in preparation for its dissemination and launch</li> </ul>

**Table 3. ILO–Italian Cooperation project: Improved and market-based provision of VT for Lebanese and refugees**

<b>S</b>	<b>Outcome/output/activity</b>	<b>Progress achieved till the end of May, 2018</b>
<b>Outcome: Improved and market-based provision of skills and VT for Lebanese and refugees</b>		
<b>Output 1: Capacity of VT providers (NGOs) to prioritise training programmes based on market needs strengthened</b>		
<b>Interventions/activities:</b>		
1	Training for Rural Economic Empowerment (TREE)	<ul style="list-style-type: none"> <li>• 54 participants in Workshop 1 on mixed methodologies for market assessment</li> <li>• Around 32 participants trained on conducting community-based assessment for skills development training programme in rural areas</li> <li>• Potential opportunities for WEE publication completed</li> </ul>
<b>Output 2: Capacity of VT providers (national and local) to design demand-driven curricula strengthened</b>		
2	Competency-based training programme (CBT)	<ul style="list-style-type: none"> <li>• 45 participants in Workshop 2 – planning, designing, implementing, M&amp;E of VT</li> <li>• 51 participants on designing and implementing CBT programme</li> </ul>

		<ul style="list-style-type: none"> <li>• In-depth training programme developed</li> <li>• Coaching/technical support adapted to context – self instructional materials</li> </ul>
<b>Output 3: Standard operating procedures (SOPs) or guidelines for market-based skills training</b>		
3	Guidelines for training relevant to LM	<ul style="list-style-type: none"> <li>• SOP/guidelines produced</li> <li>• 72 participants involved in inputs</li> <li>• 51 participants in Workshop 3 – enabling environments</li> <li>• Guidelines based on inputs and workshop discussions and feedback from participating NGOs</li> <li>• Consultation meetings with livelihoods sector</li> <li>• Validation process with key organizations completed</li> </ul>
	<b>Market needs at community level</b>	<ul style="list-style-type: none"> <li>• In-depth training programme conducted</li> <li>• Coaching/technical support (simulation or actual) – self-instructional materials have been developed</li> </ul>
	<b>Complementary support</b>	<ul style="list-style-type: none"> <li>• Technical inputs provided (case by case) for the NGOs based on demand</li> <li>• Networking supported through coordination meetings, e-platform, providing potential linkages</li> <li>• Involvement in other projects where possible and relevant</li> <li>• Training at ITC Turin (skills anticipation, and market-based livelihoods)</li> </ul>
<b>Way forward: Next steps</b>		
		<ul style="list-style-type: none"> <li>➤ Post training support: Career guidance/placement services support, business development services, guidance on internship and apprenticeship schemes, collaboration with employment sector and employers for potential apprenticeship/job opportunities</li> <li>➤ Technical support/coaching: Tracer studies, sectoral studies, outreach to employers and agreements on apprenticeship opportunities</li> </ul>

**As for the key changes captured under both projects, these will be elaborated under the next relevant sections/questions.**

**Question 12: In cases where challenges have been faced, what intermediate results can be reported towards reaching the outcomes? How were they dealt with?**

**Finding 14: The Italian Cooperation project faced a number of challenges at the beginning, which led to delayed implementation of activities.**

The evaluation revealed some challenges encountered during the implementation of the Italian Cooperation project, leading to delays of a number of activities, which impacted on the delivery of certain outcomes and outputs. Actions taken to get the project back on track during the evaluation process are also mentioned. These challenges included:

- Insufficient human capacity to undertake the set activities. This was caused by the cost-effectiveness strategy adopted by the project where some positions, such as the CTA, NPC and AA, were shared with two other projects. In addition, the resignation of the CTA in June 2017 slowed down the pace of the project, burdening the one national officer managing it. The delay of activities and issues regarding staffing were confirmed by interviewees. To address the issue of

staffing, extensive technical support was received from the ILO Senior Skills and Employability Specialist of ILO ROAS to assist the NPC.

- The delay of the ILO in receiving the agreed funds, which also impacted on the delivery of the project activities as planned considering the short project duration – especially the Italian Cooperation project component. As explained earlier in this report, relying on some of the technical experts and ILO relative staff to facilitate some of the training workshops of some modules was proved to be an innovative and appropriate solution.
- Non-availability of service providers to conduct the training in September 2017. There were a number of factors that caused the delay in conducting the training. These obstacles included the need for more time than expected to assess the needs, adapt and design the training package and, most importantly, contracting the most appropriate trainers. As above, relying on ILO experts and specialists helped to deal with this challenge.
- Despite the scope of the project’s legal framework not being too big, the evaluation found that including the Jordanian NGOs interrupted some training sessions because some training – particularly the legal aspects – made discussion among the majority of participants difficult due to differences in the local context.
- Changing personnel in relevant line ministries. The setting up of the skills training taskforce was delayed due to the changes in personnel at MOSA and other line ministries. One of the main challenges faced by the project was the uncertainty of enforcing the SOP/guidelines within the entire livelihoods sector during the lifetime of the project.

Corrective actions were taken to deal with delays in implementation. An alternative timeframe was proposed and approved, and plans were revised. This also coincided with the newly hired ILO skills development officer (SDO).

Additionally, the evaluation revealed weaknesses in the **coaching and mentoring** of the post-training activities. Most of the stakeholders, including the ILO project team, indicated that, because of the delay of implementation of the project activities, the coaching role that should have been provided by ILO to transform skills and knowledge, especially CBT and local market skills training, into actionable community-based local market assessments was largely absent. This was validated in interviews with those who took part in these training sessions where they felt that this project provided them only with knowledge and skills without real-world application.

However, some NGO interviewees indicated that they started to adopt some of the skills acquired under CBT in their management of VT centres. In the absence of ILO guidance, they modified the content of the curricula on their own initiative to correct the steps taken and/or to document the best practices for learning purposes. Despite the fact that the ILO provided support as per the request from NGOs, the evaluation team believes that this process should be done through a unified monitoring/coaching mechanism to all participating NGOs, even if partners don’t ask for such support.

Although the two projects included various stakeholders, one interviewee mentioned the need for enhanced involvement of representatives from the Government, particularly from higher-level positions and decision-makers. Tailored short training courses or policy meetings could ensure that all participants share a common understanding. Involving government representatives would have been instrumental in understanding better the needs of the target groups and prioritizing the issues prior to conducting the workshops. So, considering the limited time available to some of the higher-level positions and the complexity of the governmental system in Lebanon, it would be beneficial to target them even for the last

day of the training workshops, or in separate post-training activities to avoid any misunderstandings when transferring what they agreed to do after such training to the other decision-makers. Some interviewees reported that some participants left in the midst of training sessions due to either a lack of interest or because they had other work commitments.

**Questions 13: How have stakeholders been involved in project implementation? To what extent has the project management been participatory and has their participation contributed towards achievement of the projects' objectives?**

**Finding 15: Better coordination between governmental and non-governmental organizations can yield better enhanced outcomes.**

The evaluation revealed that both projects rely on solid coordination between the various stakeholders. Stakeholder involvement is vital for implementing the stated activities of the projects, as they are key partners in the operations. However, this coordination should be enhanced to allow for better classification of roles and responsibilities and ownership from the Government and participating NGOs. The inadequacy of coordination can be categorized in two ways:

- First, there was limited cooperation between government bodies and NGOs.
- Second, most of the stakeholders interviewed/consulted remarked on the limited cooperation between MEHE and MOSA. MEHE could have played a more influential role in amending the curricula of VT. This could be coupled with engaging parents and students in awareness-raising sessions on TVET. However, coordination was improved significantly by the joint efforts of the ILO team and other key partners. On the other hand, the private sector, represented by the Lebanese Businessmen Association, also wants more engagement in the development of these training workshops and could provide insights into the Lebanese market needs. Although the private sector and others were invited and consulted, the majority of interviewees indicated the need for better engagement in the different processes, and highlighted their important role in linking labour market needs with the skills of the target groups.

**Finding 16: ILO and UNICEF have both maintained strong relations with their government counterparts, in addition to capacity enhancement at the institutional level.**

There is ongoing work regarding linkages with the ILO Jordan office in the construction sector, potential accreditation with OMNIA and YMCA Finland, and potential accreditation with a Dutch consulting group in agriculture. The system of CBT international accreditation stands as a strong entry point to a robust and trustworthy relationship with the Government as reported by most of the stakeholders interviewed.

The **Italian Cooperation** project continues to have strong linkages and support from the ILO. However, some suggestions for better coordination arose to ensure strengthened capacity of VT providers (NGOs). The Lebanese municipalities have a database that identifies the needs of each area and can improve training programmes based on market needs. Actually, such data should be used properly; some of the NGO participants indicated that these data are available at the community level and need to be strengthened, supported and documented properly where the planned community-based local market assessment should be developed. Exploring data through different channels could help in better understanding market needs and prioritizing areas of interest for training workshops. The training workshops emphasized the need for using multiple data sources and highlighted the need for

understanding local needs. This was reflected in the skills guidelines document and the sector studies as well.

On the other hand, the NSF for TVET 2018–2022 demonstrated a successful model of coordination between the Government and other stakeholders. The strategy is the culmination of year-long deliberations led by the Government, with the support of UNICEF and ILO, together with consultations involving a wide array of stakeholders including; MEHE, MOL, MOA, MOSA, NEO, the NVTC, private sector representatives and NGOs.

It is worth mentioning that involving all the abovementioned stakeholders on the same table or through specific events to develop the NSF for TVET was considered from the evaluation angle as one of the key pieces of evidence of the planned change in TVET in Lebanon, especially after it launched recently in the presence and support of the Prime Minister and the respective ministries in the NSF.

**Question 14: To which extent were the quality of capacity-building activities (training activities) provided effective and contributed to achieve the project objectives?**

**Finding 16: Workshop training sessions showed a high satisfaction level among the majority of training participants.**

The evaluation revealed that the training components of the projects were within the framework of ILO's response to the Syrian refugee crisis as well as the LCRP, which are implemented with: (1) the Italian Agency for Development Cooperation, and (2) jointly with UNICEF. The workshops provided a venue for an exchange of local and international experiences and practices that will feed into different levels of project interventions.

In interviews with training participants, they demonstrated an effect and change in their knowledge and skills level only. However, there is still a gap in transferring such knowledge and skills into actionable and tangible actions on the ground. Despite the fact that this was performed through practical exercises as explained above, in addition to supporting some NGOs as per their request, there is still a need to initialize coaching support. Nevertheless, in terms of demonstrating key skill development following training, participants could:

- deepen their understanding of some of the thematic areas and take home new knowledge and new ideas on how to tackle specific challenges in their work;
- apply new concepts for effective, responsive and inclusive VT;
- acquire tools and practical methods adaptable to their environment to design and implement a range of effective interventions with special attention to gender issues and the needs of the most vulnerable groups (one possibility here could be to target interested female participants from the TOT workshops to work as trainers in their workplaces);
- build and strengthen their professional networks with other participants.

As mentioned before, some of the Italian Cooperation and UNICEF NGOs started to apply CBT and labour market assessment skills in the VT centres they manage. This indicates that significant changes have occurred among NGOs that provide vocational education and training services as a result of their participation in the project.

**“It is better for youth to be prepared for a job opportunity than to have an opportunity that he/she is not prepared for.”**

On the other hand, there was a significant change in the understanding and perceptions of the training provided to target groups in the TVET centres, particularly for NGOs. Most TVET centres interviewed and/or consulted during the evaluation process demonstrated how the project training – particularly the CBT training conducted under the Italian Cooperation project – changed their attitudes and perceptions about TVET training.

One of the other success indicators captured as a result of the training reflects the approach followed by some NGOs, who indicated that CBT training guided them to the concept that training should not be seen as a final objective/aim of the trainee. Instead assessment should pass through three stages during the trainee’s performance: (1) the assessment following the training itself inside the TVET centre (including the daily assessment); (2) at the end of the training; and (3) during on-the-job training as a final stage at the end of the internship/apprenticeship process.

NGOs understand well that that the three-stage assessment cycle should not be mixed. However, this finding was found as one of the quite positive changes that require regular awareness sessions for students during the different cycles of the youth training process in the TVET centres for better linkages between the training provided and labour market opportunities.

For each training workshop conducted under the two projects, participants were asked to complete an evaluation form comprising 13 questions on a 5-point scale (1 most negative; 5 most positive), and two open-ended questions. The following table displays participants’ satisfaction level when asked whether they were satisfied with the quality of the activity. In terms of overall satisfaction with the workshops, 70 per cent of respondents gave it a 4 or a 5 score at the beginning. However, as the project matured, satisfaction levels increased, reaching 88 per cent for the training workshop, indicating a high level of satisfaction. Moreover, the mean score of all workshops was relatively high, and varied between 3.5 and 4.5 points across different aspects.

**Table 4. Satisfaction levels of workshop activities**

	<b>Participants who gave a satisfactory score of 4 or 5</b>
Workshop 1 – LMA	70 %
Workshop 2 – Modalities	82 %
Workshop3 – Enabling environments	80 %
Workshop 4 – CBT	88 %

The evaluation found that the training workshops largely responded to the objectives and priorities of the Italian Cooperation project. The four workshops were based on practical training and were facilitated using interactive methodologies.

Nonetheless, a number of suggestions were recorded in the workshop reports on how to improve the training and make it more practical and relevant to the Lebanese context. Among the suggestions were the following:

- There was high demand for more interactivity, deeper technical information for a selected number of methods and tools and more case studies and examples – particularly the TREE training.

- Provide more practical examples relevant to the Lebanese (or Jordanian) context. It is also preferable that trainers understand the local context of the Arab countries and how to link them to the training modules and topics with contextual examples. The CBT was considered the best workshop as it included practical exercises, examples from the local context, interactivity and other tools, and was led by a highly qualified ILO staff member. However, this was not the case for TREE training nor the other training workshops.
- Greater involvement from the private sector, even adopting a model tailored to their commitments.
- Include proper coaching with the provided training. This coaching should be based on the competencies of the participants. Due to the tight schedule and delay in activities, this component was not achieved. However, coaching activities were provided to some NGOs as per their request and will be strengthened during the remaining period of the UNICEF–ILO project.
- Better selection process of the participants according to pre-defined criteria, particularly those from governmental entities to ensure that they will act as champions to transform what they have acquired into tangible practices where they are working. However, the evaluation found that the selection process for training at the ITC (Turin) was properly managed. It is important to select the right people for all training workshops in order to promote meaningful participation in such events. This should be considered by the key partners.

In the **UNICEF** project, 44 participants from 15 organizations were trained on TREE and 6 officers from NGOs and governmental entities were trained on various topics related to skills development. The CBT training workshops were considered relevant, including such topics as dairy products, livestock, and hydroponics<sup>23</sup> as part of the occupational analysis and DACUM. The methodological approach was flexible and contextually appropriate. Moreover, the approach helped to reduce tensions between Syrian and Lebanese participants. The facilitator was very keen to explain how the project targeted both Syrian and Lebanese workers, and covered all sectors. Enough time was allowed for discussion regarding the assumption that Syrians were only able to work in specific sectors – notably the agriculture sector.

On the other hand, the evaluation revealed that NGOs benefitted most from participating in the training workshops. Most of the NGOs interviewed/consulted showed interest in applying what they had learned and adopting the new assessment models. But this was not the case for the other stakeholders – particularly at the governmental level; considering the complexity of governing Lebanon, this would require more time. This was validated through the interviews with NGOs; they demonstrated how they used what they had learned and started to develop their own visions and strategies to change the curricula used in VT centres.

**“The training provided to the students in the TVET centres should be seen as just one phase of the process of youth employment, and not as the final aim of the trainee”**

– UNICEF NGO participant

Additionally, the evaluation found that involving and **combining stakeholders and participants** from different entities in one training workshop and at the same table was one of the quite positive approaches adopted by UNICEF, ILO and the Italian Cooperation. Most interviewees indicated that this was a helpful strategy to ensure a common understanding, in spite of their diversity of interests. In addition to the

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<sup>23</sup> A method of growing plants without soil, using mineral nutrient solutions.

exchange of experiences and knowing what others are doing in the TVET field and labour market area, they had the opportunity to strengthen and/or enhance their networks at different levels. One of the NGOs interviewed indicated that after attending some of the training workshops, they signed new partnerships with other NGOs to jointly implement newly-funded projects. However, several participants indicated that it was better to have a specific training workshop for each category and combining them at the end of the workshops to share lessons learned.

In this regard, the evaluation is going with what was followed in the project but with the need for a better selection process of participants, particularly from governmental entities, following pre-defined criteria to be developed jointly in order to ensure better engagement in the post-training activities and to have an active role with the working groups formed under each ministry. However, the evaluation found the need to strengthen the buy-in (social marketing) activities/mechanisms from political decision-makers before and during project implementation.

**Finding 17: The CBT was considered as one of the best and most relevant training workshops, while the TREE training was the least effective training conducted.**

The evaluation revealed that the CBT was successful and responded to output 2 of “competency-based training programmes relevant to labour market demand developed and initiated”. This was a result of the simple interactive methodology provided by a qualified facilitator who gave examples extracted from the local context and applied in practical exercises. Following the CBT training, MOSA initiated a long-term plan to adopt it. The idea of the Ministry was for each NGO to open a VT centre. MOSA agreed, with MEHE to provide VT facilities in the associations under MOSA.

In the group interviews, respondents were vocal about their dissatisfaction with the TREE training. This was conducted in March 2017 and a complementary training on TREE in May 2018, which focused on the adaptation of the TREE methodology to Lebanon. Respondents felt that it was the same training given before and that a proper needs assessment was not done prior to the training. Also, the examples provided by the trainer did not fit the Lebanese context. Additionally, they mentioned the boring and traditional approach followed by the trainer as a lecturer, rather than as a facilitator, in addition to the difficulty of understanding the language of the trainer, which limited their learning. Despite their dissatisfaction, there is a need for participants to see the relevance of international examples to Lebanon, but it should be presented in an interactive way. However, some participants indicated that the training was very useful for their level of knowledge, while other NGOs indicated that it was helpful to them after discovering that they had been applying it – but were not aware that it was called “TREE”. This indicates the usefulness of this training to correct their understanding of some issues on a conceptual level. In addition to that, the evaluation found that since some NGOs are going to be involved in a TREE assessment linked to local market assessments as part of the next phase of activities for the UNICEF project, this training was seen more useful for this activity.

**Question 15: To what extent did the projects build synergies with national and regional initiatives and with other donor-supported projects in Lebanon?**

**Finding 18: There was a fair synergy between national and regional initiatives and other donor-supported projects in Lebanon.**

The evaluation found that, although there were fair synergies with international initiatives, the UNICEF project established linkages with ILO Jordan and other Jordanian NGOs in different sectors activities. It is



also working on potential accreditation with OMNIA and YMCA Finland, and potential accreditation with a Dutch consulting group in agriculture. Also, this was shown in linking the project with an FAO project in addition to the coordination meeting and linkages supported by ILO to link some participant NGOs with other organizations, such as GIZ and the EU, who were also working on TVET for better integration and complementarity. As mentioned before, the Government would appreciate such an accreditation system to exist and a system of CBT international accreditation would lead to stronger relationships with the Government. However, ultimately such a system is still up to the Government with or without a project such as this.

The Italian Cooperation project also expanded its scope of work to include five Jordanian NGOs. This was a decision made and accepted by the ILO team in November 2017, as both the Jordanian and Lebanese-based NGOs showed good synergies with the two projects, particularly the one funded by the Italian Cooperation. In fact, the evaluation found that including some Jordanian NGOs added value as the capacity-building activities adopted regional and international perspectives. As explained earlier in this report, stakeholders indicated that the training workshops on the legal aspects were confusing – particularly for the Jordanians due to differences between Jordanian and Lebanese law when applied to TVET and the labour market. This was shown in the methodology followed by the facilitator. However, there was a fair amount of synergy found between Lebanese and Jordanian NGO participants in the other joint training workshops.

**Question 16: To what extent did the projects have an effective monitoring, evaluation, assessment and documentation mechanism in place and/or developed to assess the project results (including reporting, quality assurance and reflection), processes on different levels in place, and how has the programme used information generated to inform programmatic adjustments and corrective actions during the life of the projects?**

**Finding 19: Monitoring, evaluation, assessment and documentation mechanisms should be enhanced.**

In accordance with question 9, the evaluation found that for both projects, key indicators were identified to measure the outcomes, outputs and activities, with a means of verification and a set of assumptions. However, there were no clearly defined monitoring tools or reporting system for the different components of the projects. The UNICEF project reported against a logical framework, with progress reported up until 30 May 2018. Reporting on activities, though, was poorly documented; this was confirmed in interviews with UNICEF and FAO personnel, particularly at the beginning of the project. However, what is meant here is the need to have a documentation mechanism as part of more comprehensive M&E system, as well as documenting some of the best practices taken and led by NGOs and other stakeholders for exchange of experiences and learning purposes. In fact, the evaluation found that this could have been due to the insufficiency of human resources at the beginning of the project and the burden that fell on a single officer in charge. The M&E system was not well articulated from the start of implementation, and this affected the reporting on the project results.

Although the Italian Cooperation project's timeframe was 12 months, the M&E system was better managed with proper documentation through progress reports and training workshops. The proposal of the Italian Cooperation project confirmed their commitment to continuous and rigorous M&E. A training and capacity needs assessment was conducted prior to delivering technical assistance. Any training conducted included a pre-and post-test to assess trainees' learning, which was well documented in the workshop reports. This helped in monitoring progress against planned outcomes.

#### 4.4 Effectiveness and management coordination

**Question 17: What was the division of work tasks within the project teams and has the use of local skills been effective? How did the projects' governance structures facilitate good results and efficient delivery? How clear is the understanding of roles and responsibilities and division of labour between project staff?**

**Finding 20: Communication between the project teams, the regional office and the responsible technical department at headquarters was strong.**

There was extensive support from the ILO ROAS senior skills and employability specialist in the implementation of the Italian Cooperation project to backstop the NPC at times when the project had no CTA. The senior specialist was involved in the project from the planning phase, contributed substantially to implementing activities and facilitated most of the workshop sessions in December 2017. In addition, the Livelihoods Working Group, which is chaired by a representative of UNDP, tasked the ILO to support the development of SOPs/guidelines. That group has been involved in validating the coordination mechanisms of the LCRP and HCT.

In addition to the support received from ROAS, the programme officer for Italian Cooperation was swift in responding to the project's needs and accommodated any corrective actions needed to resume the implementation of activities. He was also involved in planning the workshops and the outreach and selection of NGOs.

Despite the fact that ILO was very keen to engage the private sector in a more effective way, with a lot of effort exerted, greater involvement of the private sector – including employers and business people – should be promoted to ensure their meaningful participation and contribution through a specific coordination mechanism suited to their commitments. Employers play an important role in the tripartite approach adopted by ILO. Actually, this was validated by most of the stakeholders interviewed. This shows a gap of having well-structured coordination between relevant ILO staff involved with the tripartite organizations, including the employers' component, which requires better engagement in the remaining period of both the UNICEF and the Italian Cooperation projects.

As explained earlier in this report, the evaluation found a need to form a PSC to play a coordinating role in such a model of partnership, especially with the diversity of partners, actors and other stakeholders. Having such a committee with stable representatives would help in dealing with the turnover of key project staff members by having a clear delegation of roles and a decision-making mechanism to deal with unpredictable situations and avoid any delay in project implementation. However, the evaluation process was facilitated by a semi-PSC, comprised of the CTA, project manager and the regional M&E officer. The only exception here was the PSC formed between ILO and FAO, in addition to what had been formed with each of the MOA and relevant NGOs, to manage and upgrade the education systems of seven schools affiliated with the agriculture sector. This should be extended to the entire project to combine all key partners and actors, rather than depending on the signed bilateral agreements.

#### 4.5 Efficiency

**Question 18: To what extent have the projects' activities been cost-effective? Have resources (funds, human resources, time, expertise, etc.) been allocated strategically to achieve outcomes? How could the efficiency of the projects be improved?**

**Finding 21: The utilization of funds in the projects was efficient and balanced.**

The evaluation revealed that the funds for both projects were fairly and proportionately distributed across the different outputs and activities. The cluster evaluation was also a more cost-efficient approach for both projects, given their similar technical components and country of implementation. So far, the Italian Cooperation project has managed to utilize more than 50 per cent of its allocated budget. This is consistent with the revised budget plan approved in February 2017. One of the main reasons that led to the reallocation of the budget was the involvement of the Italian Cooperation NGOs from Jordan. Savings on certain parts of the project and reallocation of staff costs saved during the absence of the CTA was a good utilization of financial resources; the project team invested it efficiently by increasing the outreach of project activities. This modified the project's activities and budget set at the beginning of the project.

The utilization of funds was considered efficient for the following reasons:

- During the planning phase of the two projects, the cost-effectiveness component was taken into consideration. To increase cost efficiency and to leverage resources, it was agreed that the same team that implemented a joint project with FAO on upgrading agriculture TVET, as well as the UNICEF project, would be responsible for the Italian Cooperation project. This was also useful as the project team is based in ILO ROAS in Beirut, which is close to national counterparts and the Decent Work team.
- The Italian Cooperation project established a proper M&E component with a budget of less than 5 per cent of the total planned budget.
- On the other hand, both projects relied mainly on the ILO human resources where some of the technical officers (e.g. skills development officer) worked as a training facilitator in some training workshops and as a co-facilitator in others. Actually, this served two purposes: first, it ensured cost effectiveness and utilized ILO human resources efficiently; second, it ensured that the training was managed consistently with ILO policies and project objectives. However, higher levels of staffing allocation would allow for better overall management and ability to support the coaching activities that were not fully implemented. ILO succeeded to leverage other projects in order to cover the costs of these projects in an integrated manner, keeping the balance on the right track to avoid non-viability of the planned project interventions and activities.

However, as explained earlier in this report, it is highly advised to save time and effort as well as ensuring the quality of training provided by selecting facilitators and/or experts either from Lebanon (or at least the Arab region), rather than recruiting experts from other regions who cannot adapt training to suit the local context or provide local examples in the training activities. Although trainers were selected on the basis of skills and competency, the evaluation found that selecting the trainer for the TREE training from outside the region proved difficult, leading to a lack of satisfaction by most participants.

**Finding 22: UNICEF should invest more to achieve the mentoring and coaching component.**

The findings of the evaluation revealed a number of aspects in the projects that could enhance the overall efficiency. An integral part of the UNICEF project is the mentoring and coaching of NGOs and partners.

However, due to time constraints and other challenges encountered, this was not fully achieved. Yet, there is still plenty of time for mentoring and coaching activities during the remaining time of the project. Many respondents from UNICEF, ministries, and NGOs mentioned the need for the coaching and mentoring component as soon as possible after the completion of training to link the theory with practice. Considering this is usually built on the findings of local market assessments (LMAs) and sectoral studies, most stakeholders indicated that it would be better to give LMAs priority, or conducted in parallel with the other project activities.

In fact, this could enhance the efficiency of the workshops and ensure the timely achievement of project outputs. Output 1 was on “improved availability and quality of labour market information”. It was reported that the market assessment conducted was too broad. A possible recommendation for the market studies is to be more targeted towards specific aspects and priorities, and piloted at the community-based level where the specific sector(s) will be assessed per community/area, and with consideration for local context issues.

Overall, the projects were coordinated efficiently with stakeholders. However, increasing coordination between the actors and functions will result in greater efficiency. This includes having clear roles and responsibilities for each partner in order not to waste time in duplication of work and resources. Some issues arose in the discussions around coordination – specifically at the grassroots level of beneficiaries. Although the process was highly participatory and involved a number of stakeholders, their involvement needs improving, particularly NGOs. There were some good initiatives taken by NGOs to turn training on the CBT approach and assessment models into a review of the curricula they are using with beneficiaries on various TVET activities. This means that by coordinating with them in a timely manner and correct the steps taken from their side, supported by coaching and mentoring activities, training will be helpful and more efficient.

### **Question 19: What were the intervention benefits and related costs of integrating gender equality for both projects?**

#### **Finding 22: Gender was fully integrated within the programme but without a clear indication of costs.**

The costs associated with gender integration within both projects was neither clearly identified in the documentation nor from the individual and group interviews conducted during the evaluation process. However, the projects had a well-integrated gender equality component in the design and implementation of activities. The Italian Cooperation project targets vulnerable young men and women in Lebanon, both from Lebanese host communities and refugees alike, predominantly in rural areas. The project’s ultimate beneficiaries are female and male youth aged between 15 and 30 years through VT. The project’s direct recipients are NGOs providing VT and national (public and private) VT providers, who will benefit from targeted technical assistance, institutional development and capacity-building interventions. More women participated in the training workshops than men. Table 5 demonstrates women’s participation as a percentage of the total participation in the workshops.

Referring to the national gender data, the evaluation found that an average of 44.2 per cent of the working-age population was estimated to be economically active in 2017 (ILO KILM), with female labour force participation rates just over 21 per cent compared with 66.9 per cent among males aged over 15. The unemployment rate was estimated at 6.3 per cent in 2017, with youth (aged 15–24) unemployment

estimated at 16.5 per cent.<sup>24</sup> This indicating to significant improvement in the female participation in the different training workshops facilitated through both of the Italian and ILO–UNICEF projects that addressing the labour market and TVET.

**Table 5. Female participation rate (Italian NGOs and local partners) by type of training (%)**

	<b>W1 Labour market assessment (O1)</b>	<b>W2 Modalities (O2)</b>	<b>W3 Enabling environments (O3)</b>	<b>W4 CBT (O2)</b>	<b>W5 SOP (O3)</b>	<b>W6 TREE (O1)</b>
<b>Female participation</b>	59	67	59	67	72	56

Despite the fact that the participation rate of young women in TVET is 44 per cent (2016–2017), the evaluation found that this represents a significant improvement as the main challenge is from the transition from the training/education to work. There is a clear commitment from the Government to address gender-related issues and gender equality in the labour market as demonstrated in the NSF. The strategy, supported by UNICEF and ILO, is aligned with Sustainable Development Goal (SDG) 4 on education, which urges member States to “ensure inclusive and quality education for all and promote lifelong learning”. SDG 4.3 calls for “equal access for all women and men to affordable and quality technical, vocational and tertiary education, including university”, whereas SDG 4.4 specifically calls for a “substantial increase in the number of youth and adults who have relevant skills, including technical and vocational skills, for employment, decent jobs and entrepreneurship”.

Since the ultimate aim of the TVET system is to ensure access to all so that everybody benefits equally from the training provided, the NSF emphasizes the following aspects that need strengthening in the existing system to ensure an inclusive TVET system:

- Make the adaptation necessary in schools, curricula and staff/peer attitudes to enhance the participation of PWDs, women, youth and other marginalized populations and minority groups. As explained earlier in this report, the evaluation indicates the need to adopt buy-in and social marketing strategies targeting the different stakeholders – including an awareness package for youth and their families to work on their perceptions of TVET, in addition to other advocacy activities to ensure access for all groups, including refugees and Lebanese citizens, based on the skills and competencies they have.
- Promote champions who choose non-traditional occupations and training to encourage target groups towards the TVET, guided by the CBT and DACUM skills acquired from the training workshops provided.
- Provide high quality TVET to young men and women, taking into account equality of opportunity, sustainable human development and principles of active citizenship, democracy and human rights.
- Invest in awareness-raising campaigns and a better understanding of the market and individuals’ needs. As indicated earlier in this report, it is highly advisable to select some of the interested

<sup>24</sup> Lebanon Country Profile, World Bank World Development indicators: NSG for TVET in Lebanon, 2018–2022.

females and target them in a specific TOT workshop. Then, they can facilitate training to other interested young women in the TVET system, as well as conducting awareness campaigns.

## 4.6 Sustainability

**Question 20: Was the strategy for sustainability of impact defined clearly at the design stage of the projects? If yes, how? Was the approach taken appropriate to the context?**

**Finding 23: For both projects, there was no sustainability strategy in the initial designs of the interventions.**

The evaluation found that for both projects, there was no strategy for sustainability in the initial design of the interventions. Nonetheless, a number of activities and outcomes are considered sustainable, especially the one related to the institutionalization of the programme within ministries. This can be seen in the establishment of advisory committees and the development of the NSF for the next 4 years and its roadmap. Other project interventions, such as capacity-building activities provided to NGOs and governmental entities, developing the SOP, curriculum development models, and training guides (including new models and products) are considered as milestones of the sustainability mechanisms. The project team should build on these in the remaining period of the project. However, there were challenges and limitations to the sustainability of these interventions, but there are actions included in the project outputs that can lead to sustainability, as explained above.

On the other hand, the project teams focused on developing activities that matched the interests of project partners and encouraged the involvement of their government counterparts. This helped maximise the sense of ownership, which increases the probability that activities will continue after the life of the projects.

Also, it was noted that the direct recipients of support from the UNICEF project are VT related departments within MOA and MOL, as well as NGOs that provide VT. They are benefiting from technical assistance, institutional development and capacity building. Although there was no clear sustainability strategy incorporated into the initial design of the project, these interventions are going to result in enhanced methodologies in working with the private sector to develop better adapted skills development programmes.

**Question 21: Are there opportunities to replicate the project at wider scale – scaling-up opportunities?**

**Finding 24: Scaling up the projects will attract a number of difficulties; lessons learned should be taken into consideration.**

There is potential for certain aspects of the Italian Cooperation project to be replicated and scaled up. This will, however, meet a number of difficulties. Although the activities are effective and feasible on a small scale within a controlled environment, retaining such effectiveness would not be straightforward in a scaled-up version of the project. Nevertheless, efficient coordination with local and international organizations, including NGOs, UN agencies, government institutions, and private sector representatives, could be achieved with some additional efforts.

However, the lessons learned, findings and recommendations, should be taken into consideration in order to produce a coherent model. Since the Government is a key partner in the programme, the project teams should ensure the institutionalization of the projects within the Government to ensure scaling up or possible nationalization by conducting the coaching/mentoring activities and developing strong follow-up and monitoring mechanisms and measures to track the progress of the roadmap and its respective plans. The recommendations and possible actionable solutions outlined and agreed during the consultation sessions by each entity (NTVET, NEO, Public Directorate of TVET and others) can then turn into tangible actions on the ground, reflected in specific changes at the policy level.

The readiness of the implementing partners and their capacity should also be emphasized to guarantee the continuation of activities after completion of the projects. Moreover, the coordination mechanism with the private sector needs to be strengthened. Through assessing the scale-up process, it was found that a TOT could be useful for greater efficiency and cost-effectiveness. Although most of the capacity-building activities provided were TOT in nature, the evaluation found that there is a pressing need to select the best trainees to acquire them with the TOT skills, in addition to developing post-training plans to ensure transferability to other groups in a well-structured manner. Actually, this was found as an important mechanism for ensuring that there are real champions in each entity, and especially that those who attended the training sessions are the right ones.

**Finding 25: There are both sustainable and non-sustainable aspects of the projects.**

As discussed above, the two projects involved a number of key stakeholders, namely MOL, MEHE, MOSA, MOA, NEO and the NVTC. In addition, UN agencies, and a number of private sector players were represented in the project. This helps to ensure the sustainability of the two projects after its completion. Governmental officials also showed a sign of ownership of the project and were grateful for the coordination.

Additionally, the UNICEF project complemented the efforts of the Italian Cooperation project. The UNICEF–ILO initiative supported a number of market assessments that identified the skills needed, and developed the CBT programme based on these needs and other capacity-building activities. The Italian Cooperation NGOs benefited and their work was guided their by the skills acquired from the training provided. Also, UNICEF supports adapting the TREE and CBT manual for NGOs. This shows positive sustainability aspects and linkages between the two projects.

Moreover, part of the deliverables of the Italian Cooperation project includes the inter-agency draft SOPs for market-based skill training. As mentioned earlier in this report, the SOPs can hardly be enforceable at this stage in the Lebanese context. The SOPs have been downgraded to guidelines, which provides a useful tool for all implementers of TVET in the country. The dissemination and adoption of these standards and practices will, hopefully, eventually lead to their adoption as SOPs, either officially or through de-facto use. So, there was no expectation that the SOPs would be fully adopted within the lifecycle of this project; they will not be sustainable unless continual efforts are exerted in the direction of unifying standards.

On the other hand, it is worth mentioning that the development of the NSF is considered a sustainable mechanism guided by the roadmaps and work plans designed for each ministry to turn the strategy into tangible actions on the ground. But again, this requires a strong monitoring and coaching strategy and technical support from the ILO and other counterparts.

Another issue is the tension between refugees and Lebanese citizens. This can be considered a threat to the sustainability and the scaling-up of the project and should be tackled to ensure synergies between both communities. Here, close monitoring and follow-up is crucial for delivering quality training that suits the needs of both groups. However, it is worth mentioning that the inclusiveness component in the NSF deals with this issue, providing it does not remain a strategy with no real implementation mechanisms. Therefore, it is recommended to pay special attention to social marketing in order to raise awareness among the target groups and sensitize workers about the proposed changes to be made in the TVET field.



## 5. Lessons learned

During the implementation of the cluster evaluation process, the following lessons learned were identified based on several observations gathered from the key informant interviews and validated with stakeholders. They are presented below, following the ILO template.

**Evaluation Title:** Cluster evaluation of “Improved and market-based provision of vocational training for Lebanese and refugees” projects

**Project TC/SYMBOL:** Italian: LBN/16/07/ITA

UNICEF: LBN/16/08/CEF

**Name of evaluator:** Awny Amer

**Date:** 5 August 2018

### Lessons learned

1. Lessons learned element	Text
<b>Brief description of lessons learned</b>	Adopting an <b>interactive and non-traditional approach</b> in training workshops is effective, particularly when linked to the local context of Lebanon and addressing the training needs and gaps identified for the target groups.
<b>Context and any related preconditions</b>	The diversity of the target groups in the training workshops in terms of the level of skills and knowledge added value for the methodology followed. Combining all the stakeholders from different entities in the same training workshop proved effective and ensured a common understanding.
<b>Targeted users/beneficiaries</b>	<ul style="list-style-type: none"> <li>• <b>Governmental staff</b> from the MOL, MEHE, MOA and MOSA.</li> <li>• <b>Other semi-governmental staff</b> from the NEO.</li> <li>• <b>Other partners</b>, such as UNICEF, Italian Cooperation, FAO, UNDP, UNHCR, and UNRWA.</li> <li>• <b>Italian and UNICEF NGOs</b> beneficiaries.</li> <li>• <b>Employers from the private sector.</b></li> <li>• <b>Other participant TVET centres</b>, including the governmental, private sector and NGOs, in addition to national TVET staff.</li> </ul>
<b>Challenges/negative lessons – casual factors</b>	<ul style="list-style-type: none"> <li>➤ The gaps in the level of skills and knowledge among training participants (governmental staff vs the Italian and UNICEF NGOs).</li> </ul>
<b>Success/positive issues – causal factors</b>	<ul style="list-style-type: none"> <li>➤ Despite the abovementioned challenge, the facilitator used the different backgrounds of trainees to exchange experience and improve the networks, particularly among the NGOs. Also, this was a good opportunity to understand the roles of each other, resulting in better coordination and communication and decreasing the gap in their response to the various issues in the post-training activities.</li> </ul>

	<ul style="list-style-type: none"> <li>➤ The heterogeneity of the group set a challenge for the design of the local market assessment workshop, but at the same time added value in terms of opportunities for knowledge, sharing experiences and networking.</li> </ul>
<b>ILO administrative issues (staff, resources, design, implementation)</b>	<ul style="list-style-type: none"> <li>• The evaluation found that relying on the internal human resources of ILO to facilitate some training workshops was a good approach in terms of cost effectiveness and ensuring that the training objectives were realized properly.</li> <li>• Considering the limited time of project implementation, this approach to providing training proved its impact across the life of the project.</li> </ul>

<b>2. Lessons learned element</b>	<b>Text</b>
<b>Brief description of lessons learned</b>	<b>Better selection of the training participants and training needs is required</b> , particularly from the governmental entities guided by pre-defined criteria and clear identification of training needs is considered as one of the lessons learned. This is important to ensure participants' dedication and to work as champions for TVET, and be targeted in a <b>TOT programme</b> to ensure sustainability of project outcomes.
<b>Context and any related preconditions</b>	Despite the fact that the project developed consultation exercises and profiled participants with a rapid needs assessment prior to training, these were not sufficient. Considering the limited time of the training, participants should advise on their non-attendance. It is important for trainees to turn what was agreed on during the training and other meetings into tangible actions, guided by decision-makers. Stability of attendees to the different training workshops needs to be maintained.
<b>Targeted users/beneficiaries</b>	<ul style="list-style-type: none"> <li>• <b>All the abovementioned target groups in LL 1.</b></li> </ul>
<b>Challenges/negative lessons – causal factors</b>	Since there are programmatic linkages between the different training workshops conducted, substituting trainees with new people was a key challenge to providing consistency across training workshops; this was especially the case with governmental staff.
<b>Success/positive issues – causal factors</b>	One of the corrective actions taken was to allow enough time for a proper training needs assessment, especially as some of the training participants in the first training workshop indicated the content was new for them, while others indicated that it was above their skill level.
<b>ILO administrative issues (staff, resources, design, implementation)</b>	The evaluation found this to be one of the better steps taken by ILO during the <b>project implementation</b> .

3. Lessons learned element	Text
<b>Brief description of lessons learned</b>	<ul style="list-style-type: none"> <li>• Since the two projects are adopting new methodologies as a pilot intervention to link local market assessments and skills with TVET (as per the development of the NSF), it should not be <b>too ambitious</b> to attain all the set objectives through the projects' interventions and activities. The projects are tackling and addressing some critical social, institutional and policy changes challenges that require collaborative efforts by the various actors in the community, guided by a clear advocacy strategy within a time frame of least three years, as reported by the majority of stakeholders interviewed. This should be supported in future similar interventions/projects by including some buy-in activities, either at the beginning of the project or by integrating the project design as part of the project cycle to sensitize the community groups, particularly Lebanese youth and their parents, about TVET. This would help change their perceptions as well as organize different advocacy efforts on different levels. This should be promoted in the remaining period of the ILO–UNICEF project or other similar projects in the future considering the ambitious nature of the two projects and the limited time frame of the ILO-Italian Cooperation project.</li> </ul>
<b>Context and any related preconditions</b>	The time needed to conduct the labour market assessment, in addition to the significant changes to the TVET system in Lebanon are considered as some of the contextual issues to be addressed properly.
<b>Targeted users/beneficiaries</b>	<b>All the abovementioned targeted groups in LL 1.</b>
<b>Challenges/negative lessons – causal factors</b>	Implementation of the project required more time than was initially planned. In particular, conducting the sectoral studies was a lengthy process and other preparation steps took additional time.
<b>Success/positive issues – causal factors</b>	Despite certain delays, the sequence of planned activities were well designed in the sense that concepts and principles were realized and challenges were explored before moving on to more complex aspects of the programme.
<b>ILO administrative issues (staff, resources, design, implementation)</b>	The evaluation found that relying on the internal human resources of ILO to facilitate some training workshops was a good approach in terms of both of time efficiency and ensuring that the training objectives were realized properly in a timely manner.
4. Lessons learned element	Text
<b>Brief description of lessons learned</b>	Special attention should be given to tracking the qualitative results, rather than focusing only on quantitative measures. This should extend to the mindset of all project team members to lead the

	project activities in a better strategic manner. Also, this should extend to the <b>documentation</b> of the best practices and lessons learned through well-structured <b>reflection</b> processes, involving different stakeholders, including project beneficiaries.
<b>Context and any related preconditions</b>	Given the diversity of target groups and the ambitious nature of the project, it is important that M&E activities track progress across the entire life of the project – not only during the reporting period – and follow a specific M&E plan, with a matrix describing who will do what, when, and where. This should apply to the outputs and the outcomes (medium-term results) wherever possible.
<b>Targeted users/beneficiaries</b>	<b>All the project stakeholders and target audience</b>
<b>Challenges/negative lessons – causal factors</b>	<ul style="list-style-type: none"> <li>➤ The gap in following-up the employment outcomes for beneficiaries or monitoring impacts at the NGO level to show how useful and successful training workshops have been, with additional support when needed.</li> <li>➤ Lack of M&amp;E resources where the project manager and other project staff handled the M&amp;E activities, as well as their set roles. However, this role was mainly focused on tracking project achievements at the output level only.</li> </ul>
<b>Success/positive issues – causal factors</b>	<ul style="list-style-type: none"> <li>➤ Despite the abovementioned challenge, the evaluation found that the project included a strong tracking of the project results at the output level, but with few updates and little explanation regarding the qualitative aspects using a logical framework or the indicator update sheets.</li> </ul>
<b>ILO administrative issues (staff, resources, design, implementation)</b>	<ul style="list-style-type: none"> <li>• The evaluation found a pressing need to have an M&amp;E person to handle all the abovementioned M&amp;E activities in cooperation with key partners to ensure the sustainability of project outcomes and results.</li> </ul>

## 6. Good practices

This section describes some of the good practices captured during the evaluation process using the ILO template.

**Evaluation title:** Cluster evaluation of “Improved and market-based provision of vocational training for Lebanese and refugees” projects  
**Project TC/SYMBOL:** Italian: LBN/16/07/ITA  
 UNICEF: LBN/16/08/CEF  
**Name of evaluator:** Awny Amer  
**Date:** 5 August 2018

Good practice element	Text
<b>Brief description of good practice</b>	<p>One of the Italian Cooperation NGOs (Gruppo di Volontariato Civile – GVC) adopted CBT and labour market assessment skills in their VT centres on their own initiative, without monitoring, guidance or coaching by the ILO. (See finding 16.)</p> <p>In addition, the NGO adopted a non-traditional approach to improving social cohesion between Syrian and Lebanese trainees by inviting them with their families to social events, as well as implementing community initiatives, such as “cleaning and planting”, where trainees from different nationalities work together.</p>
<b>Relevant preconditions and context</b>	<p>The diversity of TVET systems and approaches in Lebanon was a key challenge and, in fact, formed the rationale for implementing this project. A multitude of curricula have been adopted by formal and informal TVET systems, NGOs, and private and public TVET centres. There was thus an urgent need to address this situation. The approaches of CBT and DACUM can ensure that the skills acquired inside these centres are linked to the labour market and follow a well-structured assessment system.</p>
<b>Causal factors</b>	<p>Such diversity showed in different curriculums adopted in both of the formal and informal TVET system and among NGOs, private TVET centres in addition to the governmental ones. So, there is an urgent need to work on such challenge adopting the CBT approach and Curriculum development approach (DACUM) to ensure that the skills acquired inside these centres linked to the labour market and following a well-structured assessment system for the trainees/students as well.</p>
<b>Targeted users/beneficiaries</b>	<ul style="list-style-type: none"> <li>• <b>Italian NGOs;</b></li> <li>• <b>employers and the private sector;</b></li> <li>• <b>other participating TVET centres,</b> including governmental, private sector and NGOs, as well as national TVET staff.</li> </ul>
<b>Indicate measurable impact</b>	<ul style="list-style-type: none"> <li>➤ The gap between theory and practice was reduced after the NGO turned what they learned into tangible actions on the ground.</li> </ul>

	<ul style="list-style-type: none"> <li>➤ The skills acquired by trainees were promoted; VT and education services became more competitive inside the labour market.</li> <li>➤ Trust increased among employers in the private sector. Some on-the-job training and apprenticeship opportunities were created for those qualified.</li> <li>➤ As a result of such changes, the NGO established an employment centre to link graduates with employers. This was supported by establishing a website for this centre.</li> <li>➤ This resulted in developing a partnership between GVC and other UNICEF NGOs called LOST. New projects will follow the complementarity component aspects.</li> <li>➤ Social cohesion between Syrian and Lebanese beneficiaries was improved as a result of the NGO activities and additional supported initiatives.</li> </ul>
<b>Potential for replication</b>	<ul style="list-style-type: none"> <li>➤ The projects could be scaled up and replicated by having mechanism for sharing the good practices, as with other NGOs – at least inside the same community/area to be referred for learning purposes.</li> </ul>
<b>Links to country programme outcomes or ILO policy</b>	Such good practices linked to the “ <b>improve the employability of Lebanese and refugees</b> ” programme implemented by ILO. It is linked to a specific programme outcome (“Improved and market-based provision of vocational training for Lebanese and refugees”) where it was achieved through some outputs, such as “Strengthened capacity of vocational training providers (NGOs) to prioritize training programmes based on market needs”.
<b>Other relevant documents or comments</b>	N/A

## 7. Key recommendations

The evaluation team has developed and summarized actionable recommendations (below), based on its findings. These recommendations are addressed to ILO ROAS and other key partners and stakeholders. Recommendations are articulated here in order to improve the design, effectiveness, efficiency and sustainability of either further phases of the project (as with the ILO–UNICEF project) or where the project will be replicated or scaled up in other countries (as with the ILO-Italian Cooperation project). These recommendations are intended to be constructive and future-oriented, facilitating smooth development and aim to improve the projects' goals and functions.

**Table of recommendations**

RECOMMENDATION	RELATED FINDINGS	RESPONSIBLE STAKEHOLDER(S)	TIME FRAME FOR FOLLOW-UP
<b>High priority</b>			
<p><b>1. ILO should immediately implement a coaching and mentoring strategy/plan.</b></p> <p>A coaching and mentoring strategy/plan should be developed by all actors/partners to ensure that the roles and responsibilities are identified clearly in a specific matrix and then monitored by champions from each ministry. This should not be done on a per-request basis but through a monitoring mechanism that shares good practices for learning purposes. Additionally, this should include follow-up activities to support activities already undertaken under the Italian project with the cooperation of relevant NGOs, even after finalising the Italian component of the project.</p> <ul style="list-style-type: none"> <li>➤ This will also include developing a follow-up plan to track the employment outcomes for beneficiaries and monitoring the impact of NGOs on how successful their training has been with the additional support provided.</li> </ul>	1, 14 and 22	UNICEF Italian NGOs, guided by ILO	Two months till the end of September, 2018; to be reviewed and tracked regularly till the end of June, 2019

RECOMMENDATION	RELATED FINDINGS	RESPONSIBLE STAKEHOLDER(S)	TIME FRAME FOR FOLLOW-UP
<p><b>2. Monitor the development of community-based market assessments.</b></p> <p>It would be better to develop a close monitoring mechanism for the development of community-based local assessments where the trained NGOs and other actors can lead this activity, guided by coaching and mentoring activities, rather than working on different pillars within a short time. This could be a model to be replicated in other sectors. Additionally, sharing the results of the community LMAs among other NGOs and community actors would be helpful for learning purposes. Also, this will contribute to other <b>feasible networks and partnerships</b> among those NGOs that provide the same services to support the complementarity components in such partnerships.</p>	1 and 16	Italian and UNICEF NGOs Guided by ILO and NEO	Two months till the end of Sept, 2018; to be reviewed and tracked regularly till the end of June, 2019
<p><b>3. It is highly recommended to find a well-structured mechanism to link the advisory boards/councils in Lebanon to the working groups.</b></p> <p>This could be formed under the different ministries to maximize and activate a technical support role to turn the NSF into tangible actions on the ground. Also, the advisory boards/councils under each sector should benefit from the results of the sectoral studies currently underway.</p>	16	MOL, MEHE, MOSA, MOA & NEO, with support of ILO	3 months till the end of October, 2018; to be tracked and followed till the end of June, 2019



RECOMMENDATION	RELATED FINDINGS	RESPONSIBLE STAKEHOLDER(S)	TIME FRAME FOR FOLLOW-UP
<p><b>4. ILO should ensure it has sufficient M&amp;E resources for the project.</b></p> <p>Based on feedback received from the majority of stakeholders interviewed/consulted, it is highly recommended to develop a <b>well-structured M&amp;E system, including hiring an M&amp;E specialist</b> to track progress over the life of the projects. A specific matrix should be used to delegate responsibilities. Such a system would play a vital role in analysing the results of the pre- and post-training forms, not only quantitatively but also qualitatively, with <b>reflection process</b> to collect feedback and insights on a regular basis. Additionally, the M&amp;E system for both projects should attend to the <b>documentation of best practices</b> regarding initiatives already carried out, particularly by NGOs, and used for learning purposes. This will not be valid, though, without a dedicated M&amp;E person working with the different actors, stakeholders and partners at different levels.</p>	1, 11, 16 and 19	ILO with support of both of UNICEF and Italian NGOs	3 months from now till the end of October, 2019
<b>Medium priority</b>			
<p><b>5. Develop a buy-in strategy, including social media marketing and social awareness components.</b></p> <p>It is advised to develop a buy-in strategy that might include awareness sessions, advocacy campaigns and other communication tools targeting youth groups, community groups and other affected groups to deal with the expected resistance against TVET due to negative perceptions and attitudes. Also, the resistance of some of governmental staff and the difficulty in changing their mindsets about the need for change, as well as the diversity of TVET service providers is considered a barrier to turning the NSF into actionable interventions. Monitoring work plans and roadmaps developed under each governmental entity will change their attitudes indirectly.</p>	1, 8 and 9	UNICEF and Italian NGOs  Ministries of MOL (including the NTVET), MOA, MEHE, MOSA and NEO	Starting soon; to be developed within 3 months and implemented on a quarterly basis till the end of June, 2019

RECOMMENDATION	RELATED FINDINGS	RESPONSIBLE STAKEHOLDER(S)	TIME FRAME FOR FOLLOW-UP
<p><b>6. There is a need for advocacy efforts to be undertaken at the donor level.</b></p> <p>This will help them to understand the complexity of this programme and have a better comprehension of the local context in Lebanon, including the diversity of labour market issues for both Lebanese and refugees. This should be reflected in giving additional time to plan and implement project activities/interventions, particularly the Italian Cooperation project. There is a need to integrate the design phase in the project life cycle.</p>	4	ILO with the cooperation of UNICEF and Italian Cooperation	TBA by ILO; based on ILO policy
<p><b>7. ILO and other partners should ensure that the selection process of the training participants developed will be followed more seriously and properly along the lines of pre-defined criteria.</b></p> <p>Selecting stable and suitable participants from each ministry according to pre-defined criteria that were developed jointly in a high-level policy meeting is considered important. Participants will then be working as champions for change and supported by decision-makers. Without this, the gap between theory and practice will increase and the set strategies will be useless when going ahead. On the other hand, the <b>identification of training needs</b> prior to training will maximize the benefit and outcomes of training and ensure meaningful participation. Finally, a <b>well-structured TOT</b> should be developed when targeting the final list of working groups or champions to turn the training outcomes into tangible actions and transfer what they have learned to other groups where they are working. This is highly advised to ensure that project outcomes are sustainable. In cases where TOT is not possible, selecting specific groups per entity to be trained to work as a stable champions groups (as required) should be considered who track the implementation of the NSF and monitor the work plans and roadmaps developed.</p>	1 and 9	<p>Ministries of MOL (including the NTVET), MOA, MEHE, MOSA and NEO</p> <p>With the guidance of ILO and UNICEF</p>	Starting now; to be tracked and monitored till the end of June, 2019.

RECOMMENDATION	RELATED FINDINGS	RESPONSIBLE STAKEHOLDER(S)	TIME FRAME FOR FOLLOW-UP
<p><b>8. Better engagement of employers and the private sector is required in project cycles and actions.</b></p> <p>It is highly advised to ensure greater engagement and more meaningful participation of private sector employers by adopting tailored and non-traditional approaches (e.g. policy meetings, round tables, etc.). This should be considered at the project design phase, guided by the ILO's tripartite approach.</p>	1 and 9	<p>NEO and four other ministries</p> <p>Guided by ILO and UNICEF</p>	Starting immediately; to be tracked and monitored till the end of June, 2019.
<b>Low priority</b>			
<p><b>9. Better engagement of higher level positions and decision-makers is required in the capacity-building activities.</b></p> <p>Target <b>higher level positions and decision-makers</b> in the training and capacity-building activities by adopting short tailored sessions to sensitize their concerns, interest and attention. In doing so, their commitment will be strengthened. Additionally, it is highly recommended to think strategically with respect to their role as champions. Close monitoring of work plans and road maps will help foster meaningful participation.</p>	1 and 9	<p>NEO and other 4 ministries</p> <p>Guided by ILO and UNICEF</p>	Starting now; to be tracked and monitored till the end of June, 2019.

RECOMMENDATION	RELATED FINDINGS	RESPONSIBLE STAKEHOLDER(S)	TIME FRAME FOR FOLLOW-UP
<p><b>10. Promote the role of the project steering committee (PSC) or strengthen current bilateral agreements.</b></p> <p>There is a need to form a PSC or pay better attention to the bilateral agreements and coordination mechanisms to track progress in the remaining period of the ILO–UNICEF project. It will be helpful to play a coordinating role in such a model of partnership, especially with the diversity of partners, actors and other stakeholders. Having such a committee or coordination mechanism with stable representatives will be successful in dealing with the high turnover of some positions at the project level. Additionally, it will be helpful to deal with the complexity issues by having a clear delegation of roles and decision-making mechanisms to deal with such emergent situations in order to avoid any delay in project implementation.</p>	3 and 20	ILO with cooperation from UNICEF and other governmental entities	TBA by ILO; based on ILO policy

## 8. Appendices

### Appendix 1: Terms of reference

#### Terms of reference (ToR) for final evaluation

#### “Improved and market-based provision of vocational training for Lebanese and Refugees”

1. KEY FACTS	
<b>TC symbol:</b>	Italian: LBN/16/07/ITA UNICEF: LBN/16/08/CEF
<b>Country:</b>	Lebanon
<b>Project titles:</b>	Italian: Improved and market-based provision of vocational training for Lebanese and refugees UNICEF: Towards improved formal and non-formal technical and vocational education and training in Lebanon
<b>Duration:</b>	Italian: 12 months UNICEF: 30 months
<b>Start date:</b>	Italian: 1 June 2017 UNICEF: 1 January 2017
<b>End date:</b>	Italian: 31 May 2018 UNICEF: 30 June 2019
<b>Administrative unit:</b>	Regional Office for the Arab States (ROAS)
<b>Technical Backstopping Unit:</b>	ROAS/DWT-Beirut
<b>Collaborating ILO Units:</b>	SKILLS, EMPLOYMENT
<b>Evaluation requirements:</b>	Italian: Final evaluation UNICEF: Mid-term evaluation
<b>Budget:</b>	Italian: USD 533,237.66 (EUR 500,000) UNICEF: USD 2,559,019

## 2. BACKGROUND INFORMATION

### Project background

The conflict in Syria is having grave social and economic impacts on Lebanon. Combined with internal political instability, the Syrian crisis has negatively affected the Lebanese economy and labour market at different levels. While Lebanese labour market conditions before the Syrian crisis were already dire, its effect on the labour market, particularly on youth, is of tremendous concern. Following the refugee influx, the labour force increased by 50 per cent. Before displacement, Syrian refugees residing in Lebanon were

mostly manual labourers in low-productivity jobs. About 34 per cent of Lebanese youth are unemployed, and in 2009 over 18 per cent of 15–19-year-olds were economically active, suggesting that families were maximizing their livelihoods by cutting down on education for the youth, meaning that these people are largely low-skilled workers, and likely to be in competition with refugees in the informal sector.

The labour market is characterized by (a) low levels of job creation, particularly in value-added sectors, resulting in a shortfall of jobs for qualified workers; (b) significant numbers of workers engaged in the informal sector; (c) important in-migration and forced displacement from other parts of the region, particularly Syria; (d) out-migration of many young Lebanese skilled workers, and (e) strong occupational segregation and skills mismatches.

### Italian Cooperation

The TVET system in Lebanon faces many challenges, and there is a need to improve its institutional and management capacity at all levels. Syrian youth in Lebanon show low access rates to secondary education, particularly TVET, which is of critical concern. Numerous NGOs offer vocational and skills training, and skills training is a key component of the Lebanon Crisis Response Plan (LCRP). These skills training programmes are typically short-term and accelerated in nature, and do not fall within the general TVET system.

Therefore, this project was built on the needs and gaps in services identified by an ILO analysis of employment services and labour market information, and generates data that training providers can utilize. The project uses labour market information to guide targeted recipients on areas of focus for potential skills programmes as well as on career opportunities. With this, the project aims to address the limited technical capacity of VT providers to provide market-based training to their beneficiaries – Lebanese and refugees alike. The project’s activities are designed to lead to improved community services, VT and employability as per local labour market needs, in addition to improved providers’ skills and abilities to assess local needs and offer appropriate training. VT providers will be able to better coordinate and collaborate with other key labour market actors in developing, implementing and monitoring VT. Moreover, the project serves to better link training outcomes to skills required by the market and thus to ultimately increase the employability of ultimate beneficiaries and their access to the labour market.

### UNICEF

Syrian youth in Lebanon show low access rates to secondary education, particularly TVET. The TVET service delivery is divided between public and private provision, with close to 14 per cent of students enrolled in non-formal vocational education and skills training as of 2014.

Syrians are able to work in all areas of the Lebanese economy. However, Syrians are strongly encouraged to work in the agriculture, construction and environment sectors. While much attention is currently going towards investments in these sectors to create jobs, there is hardly any standardized analysis of sub-sectors relevant to those three major areas (at the national and community levels), or any drive to create a skilled workforce among Syrian refugees and Lebanese citizens to sustain these investments. The proposed project will prepare the ground for such a skilled workforce.

Given that full market analyses are lacking, partners have requested the development of standard operating procedures (SOPs) for market-based skills training provision, as well as standardized market assessment tools and monitoring systems. On the same note, the NGOs UNICEF works with and the National Employment Office (NEO) have an uneven capacity to conduct market assessments and run competency-based training programmes.

Finally, training models are not synchronized and mostly do not respond to market needs due to a lack of data on new and emerging jobs for youth and the weak involvement or interest from the private sector to support youth integration in the world of work. This leads to youth not being equipped with the skills demanded by the labour market.

The proposed UNICEF–ILO collaboration aims to help strengthen the institutional capacity of formal training providers, specifically the Ministry of Agriculture and Ministry of Labour in managing and administrating TVET programmes in order to improve the quality of their services.

## **Beneficiaries**

### **Italian Cooperation**

The project's direct recipients are non-governmental organizations (NGOs) providing VT, as well as national (public and private) VT providers, which will benefit from targeted technical assistance, institutional development and capacity-building interventions. The project will target Italian NGOs that are awarded a contract as part of the Italian Agency for Development Cooperation's call for proposals on VT. The main focus of the evaluation should be this component, as it relates to the project's deliverables that are within the project implementation team's ability to deliver on.

The project's ultimate beneficiaries are vulnerable female and male youth aged between 15 and 30, who are Lebanese host communities and (Syrian) refugees, residing predominantly in rural areas. These vulnerable groups will be recipients of on-the-job training and benefit from upgraded technical and vocational education and training programmes offered by VT providers. It is important to highlight that the impact on these beneficiaries might not be realized during the life-span of the project's implementation, but afterwards – once beneficiaries have availed themselves of the improved training and are able to find employment as a result.

### **UNICEF**

The direct recipients of the project are the National Employment Office, VT-related departments within the Ministry of Agriculture and Ministry of Labour, and non-governmental organizations providing VT, which will benefit from targeted technical assistance, institutional development and capacity-building interventions.

The project's ultimate beneficiaries are Lebanese and Syrian refugees, female and male youth aged between 15 and 25, who will receive VT. Indirectly, there will be approximately 25,000 youth benefiting from this joint initiative by UNICEF and ILO.

## **Objectives and outputs**

### **Italian Cooperation**

**Development goal:** To improve the employability of Lebanese and refugees.

P.S: This is the ultimate development goal which cannot be assessed at the time the project ends as only the direct beneficiaries will have so far benefitted from the project. However, the perceptions of direct and ultimate indirect beneficiaries regarding this aspect could be explored in the evaluation.

**Immediate objective:** Improved and market-based provision of VT for Lebanese and refugees.

**Output 1:** Strengthened capacity of VT providers (NGOs) to prioritise training programmes based on market needs.

Activity 1.1: Adapt the “training for rural economic empowerment” (TREE) manual to the Lebanese context.

Activity 1.2: Implement training programme for training providers.

**Output 2:** Strengthened capacity of VT providers (national and local) to design demand-driven curricula.

Activity 2.1: Design practical course on competency-based VT.

Activity 2.2: Train VT providers.

**Output 3:** Draft inter-agency standard operating procedures (SOPs) or guidelines for market based skills training developed with ILO technical assistance.

Activity 3.1: Develop SOPs or guidelines for market-based skills training.

## UNICEF

**Development goal:** The development goal of the project is to improve the quality of skills development services and access of Lebanese and refugee youth to the labour market.

**Outcome:** TVET curricula and standards for youth are relevant to identified labour market needs.

**Output 1:** Improved availability and quality of labour market information.

Activity 1.1: Support NGOs (VT providers) through designing labour market (LM) assessment tools, training, coaching and follow-up to conduct, analyse and validate LM assessments at the local level.

Activity 1.2: Support NEO in designing and implementing of at least three sectoral labour market assessments at the national level.

Activity 1.3: Support NGOs (VT providers) and NEO in designing and running tracer studies for graduates and employer satisfaction surveys at both national and local levels.

Activity 1.4: Support the analysis, validation and dissemination of labour market assessment findings at local, sectoral and national levels.

**Output 2:** Competency-based training programmes relevant to labour market demand developed and initiated.

Activity 2.1: Design and implement TOT on CBT, OSH, learning methods and assessment and certification of CBT.

Activity 2.2: Analyse the institutional and management functions of selected training providers and strengthen capacities.

Activity 2.3: Develop a CBT manual as well as standard life skills and rights at work learning objectives for Lebanon.

Activity 2.4: Upgrade selected competency standards involving the private sector using the DACUM approach.

Activity 2.5: Support the design of CBT curricula, training materials and test questions.

Activity 2.6: Explore possible international accreditation of CBT in construction.



## Current implementation status

### Italian Cooperation

<p>1.1 <b>Strengthened capacity of VT providers (NGOs) to prioritise training programmes based on market needs</b></p>	<p>50 per cent</p>	<p>Ongoing</p>	<p>Some 54 persons (41 per cent male, 59 per cent female) participated in the workshop on mixed methodologies for market assessment as part of the training programme on modalities for skills training. Participating institutions were local and international organizations including NGOs, UN agencies, government institutions, and private sector representatives (CCIA, labour union). In total 35 organizations were involved, including NGOs and their partners from Jordan. The workshop covered a variety of market assessment methodologies. It included an introduction to anticipating and matching skills, data sources, and six market assessment tools developed by ILO. Practical exercises were incorporated to better acquire knowledge and use of the tool.</p> <p>The facilitators and trainers were mainly ILO experts. Three external experts with extensive previous work experience with ILO were involved. A mix of local and international expertise enriched the discussions with various perspectives.</p> <p>The publication on women's economic empowerment opportunities was edited. Its dissemination, the training on TREE and other training at ILO ITC-Turin, and a publication showcasing good practices are remaining activities in the pipeline.</p>
<p>1.2 <b>Strengthened capacity of VT providers (national and local) to design demand-driven curricula.</b></p>	<p>50 per cent</p>	<p>Ongoing</p>	<p>Some 45 persons (33 per cent male, 67 per cent female) participated in the workshop on designing and implementing VT programme as part of the training programme on modalities for skills training. Participating institutions were local and international organizations including NGOs, UN agencies, Government institutions, and private sector representatives (CCIA, Labour union). In total 33 organizations were involved including NGOs and their partners from Jordan. The workshop covered three areas of modalities: designing, implementing, M&amp;E and post-training support. Cross-cutting issues were presented, including a mapping of skills initiatives in the livelihood sector, UNICEF–ILO initiative and the strategic framework, collaboration with government institutions and private sector, and a case study from Lebanon on an approach led by the private sector.</p> <p>Two local staff from an Italian NGO (one male, one female) were trained on M&amp;E of youth employment programmes and impact evaluation. The training was organized by ILO office in Jordan. The project contributed to their travel costs.</p> <p>The training on CBT and other relevant training at ILO-ITC Turin are remaining activities in the pipeline.</p>
<p>1.3 <b>Draft inter-agency SOPs or guidelines for market-based skills training developed with ILO technical assistance</b></p>	<p>50 per cent</p>	<p>Ongoing</p>	<p>Some 72 persons (34 per cent male, 66 per cent female) representing the sum of all participants from the above listed workshop (note that a number of persons joined both workshops) participated in the provision of inputs and emerging good practices to feed into the draft SOPs/guidelines.</p> <p>Consultation with UNDP was done to review areas of focus and develop a draft outline of the SOPs. Coordination with MOSA and MEHE also supported the process.</p> <p>Guidance to AICS on practices with regard to stipends for VT students.</p>

			Development of the SOPs/guidelines content and coordination/facilitation of the skills task force and Livelihoods Working Group remain in process.
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## UNICEF

1.1	Improved availability and quality of labour market information.	25 per cent	Ongoing	<p>Support NGOs (VT providers) through designing labour market assessment tools, training, coaching and follow-up to conduct, analyse and validate LM assessments at local level. These activities are ongoing. LMA tools have been designed and coaching and follow-up is being provided to NGOs and partners: 44 participants have been trained on TREE from 15 organizations; six officers have been trained on various topics relevant to skills development; and 28 participants from 15 organizations (governmental and NGO) were trained on mixed methodologies for labour market assessment.</p> <p>Support NEO in designing and implementing of at least three sectoral labour market assessments at the national level: support to NEO is ongoing; four sectors have been identified and one LMA (health sector) is currently underway. The remaining three sectoral LMAs are currently out for tender, awaiting selection of the successful bidders. All four sector studies are expected to be completed before the end of 2018. Sectoral study of crafts from MOSA is also underway.</p> <p>Support NGOs (VT providers) and NEO in designing and running tracer studies for graduates and employers satisfaction surveys at both national and local levels: Currently support for tracer study design is ongoing prior to support and undertaking of actual tracer studies. This work is ongoing in partnership with UNICEF.</p> <p>Support the analysis, validation and dissemination of labour market assessment findings at local, sectoral and national levels: not yet started – this work will start once the LMAs for NEO have been concluded and findings have been analysed.</p>
1.2	Competency-based training programmes relevant to labour market demand developed and initiated.	50 per cent	Ongoing	<p>Design and implement TOT on CBT, OSH, learning methods and assessment and certification of CBT: 44 participants from 15 organizations have been trained on CBT; 22 participants from 11 organizations have been trained on work-based learning, designing, implementing and M&amp;E of VT; 22 participants from 13 organizations have been trained on enabling environments.</p> <p>Analyse the institutional and management functions of selected training providers and strengthen capacities: the functional review has been initiated; participants of the ITC ILO training on managing TVET centres have been selected and will join the course in June 2018.</p> <p>Develop a CBT manual, as well as standard life skills and rights at work, and learning objectives for Lebanon: CBT manual is in process of finalization.</p> <p>Upgrade selected competency standards involving the private sector using the DACUM approach: DACUM trainers have been identified and contacted but work has not yet started on this output.</p>

			<p>Support the design of CBT curricula, training materials and test questions.</p> <p>Explore possible international accreditation of CBT in construction: Linkages with the ILO Jordan office have been exploring such opportunities with partners such as OMNIA, YMCA Finland and Aeres.</p>
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## Project management structure

### Italian Cooperation

The project is staffed by an international chief technical adviser (CTA) (new CTA joining in January 2018, leaving a 6-month gap), a NPC and an administrative assistant (AA). In order to increase cost efficiency and to leverage resources, this is the same team implementing a joint project with FAO on improving the Ministry of Agriculture’s TVET. The project team is based in the ILO ROAS office in Beirut to be close to counterparts at the national level as well as the Decent Work team.

All project activities will be closely coordinated with UNICEF, which delivers training for trainers of VT providers on issues such as competency-based life skills, M&E etc., as part of a project supported by the Italian Agency for Development Cooperation.

### UNICEF

The project is staffed by an international chief technical adviser (CTA), a skills development officer (SDO), a NPC and a PC. In order to increase cost efficiency and to leverage resources, this is the same team implementing a joint project with FAO on upgrading agriculture TVET as well as the skills development project funded by the Italian Agency for Development Cooperation. Only the SDO is fully funded as part of this agreement. The project team is based in the ILO ROAS office in Beirut to be close to counterparts at the national level as well as the Decent Work team.

## 3. PURPOSE AND SCOPE OF THE EVALUATION

### Evaluation background

ILO considers evaluation as an integral part of the implementation of technical cooperation activities. Provisions are made in all projects in accordance with ILO evaluation policy and based on the nature of the project and the specific requirements agreed upon at the time of the project design and during the project, as per established procedures. The Regional Evaluation Officer at the ILO ROAS provides the evaluation function for all ILO projects.

Cluster evaluation will be conducted for the Italian and UNICEF projects, given the similar technical components within both projects and country of implementation, aiming for increased efficiency of resources. The Italian-funded project document states that an independent final evaluation will be conducted, which will be used to assess the progress towards the results, identify the main challenges and limitations faced, assess the impact of the programme for the targeted populations, and formulate lessons learned and practical recommendations to improve future similar projects. The UNICEF project document states that a mid-term evaluation will be conducted to assess the progress towards the results, identify the main challenges and limitations faced, and formulate lessons learned and practical recommendations to improve the programme implementation for the remainder of the project and for following similar projects.

ILO's established procedures for technical cooperation projects are followed for monitoring, reporting and evaluation of the project throughout the project cycle and at different stages of project execution. Specific components of the ILO's M&E plans include a multi-layered logical framework and work plan to measure the timely achievement of results at the activity and output level as well as change at the outcome and development objective levels.

Monitoring of individual objectives and activities based on indicators in the logical frameworks feed into the progress reports.

### **Purpose**

The final evaluation of the Italian-funded project will be conducted to examine the efficiency, effectiveness, relevance, sustainability, and potential impact of the project and to provide recommendations for future similar projects. This evaluation will also identify strengths and weaknesses in the project design, strategy, and implementation as well as lessons learned with recommendations. The mid-term evaluation of the UNICEF project will also be conducted to examine the efficiency, effectiveness, relevance, potential impact (if applicable) and sustainability of the project (if applicable). The evaluation report shall reflect findings from this evaluation on the extent to which the project has achieved its stated objectives, produced the desired outputs, and realized the proposed outcomes so far (if applicable). This evaluation will also identify strengths and weaknesses in the project design, strategy, and implementation, as well as lessons learned with recommendations.

The evaluations of both projects will comply with the ILO evaluation policy, which is based on the United Nations Evaluation Norms and Standards and the UNEG ethical guidelines will be followed.

### **Scope**

The cluster evaluation will cover the Italian-funded project *Improved and market-based provision of vocational training for Lebanese and refugees* and the UNICEF project *Towards improved formal and non-formal technical and vocational education and training in Lebanon*. The evaluation should focus on all the activities that have been implemented since the start of the projects to the moment of the field visits.

The projects are active in Lebanon and the traveling will be to Lebanon for fieldwork where the project team is based. Travel to Lebanon is also necessary where ILO's regional office is located.

The cluster evaluation will take place during April and May 2018 with approximately 8 days of field visit to Lebanon during May 2018 to collect information from different stakeholders for both projects. The evaluation will integrate gender equality as a cross-cutting concern throughout its methodology and all deliverables, including the final report.

The primary clients of this evaluation are ILO ROAS, ILO constituents in Lebanon, the partner UN agencies, government entities, beneficiaries and the donors. Secondary users include other project stakeholders and units within the ILO that may indirectly benefit from the knowledge generated by the evaluation.

## **4. EVALUATION CRITERIA AND QUESTIONS**

The evaluation will use the standard ILO framework and follows its major criteria:

- ✓ **Relevance and strategic fit** – the extent to which the objectives are aligned with sub-regional, national and local priorities and needs, constituents’ priorities and needs, and the donors’ priorities for the project countries;
- ✓ **Validity of design** – the extent to which the project design, logic, strategy and elements are/ remain valid vis-à-vis problems and needs;
- ✓ **Efficiency** – the productivity of the project implementation process taken as a measure of the extent to which the outputs achieved are derived from an efficient use of financial, material and human resources;
- ✓ **Effectiveness** – the extent to which the project can be said to have contributed to the development objectives and the immediate objectives, and more concretely whether the stated outputs have been produced satisfactorily;
- ✓ **Impact** – any potential positive and negative changes and effects caused by the project at the sub-regional and national levels (i.e. the impact with social partners, implementing partner organizations, government entities, and beneficiaries);

**P.S. Due to the nature of both projects and given that they will only just have finished or still be ongoing during the evaluation, the full impact will not be realized, especially on beneficiaries.**

- ✓ **Effectiveness of management arrangements;** and
- ✓ **Sustainability** – the extent to which adequate capacity building of social partners has taken place to ensure mechanisms are in place to sustain activities and whether the existing results are likely to be maintained beyond project completion. Also, the extent to which the knowledge developed throughout the project (research papers, progress reports, manuals and other tools) can still be utilized after the project ends to inform policy-makers and practitioners.

#### **Relevance and strategic fit**

- ❖ How do the project objectives respond to the priorities of donors, the Government, and beneficiaries (Lebanese and Syrian refugees)?
- ❖ To what extent are the projects’ activities linked to the global commitments of the ILO, including the 2030 Agenda for Sustainable Development and the Sustainable Development Goals (SDGs)? To what extent do the projects’ activities line up with the LCRP and other strategies designed to support Lebanon and Syrian refugees in light of the crisis in Syria?
- ❖ How were tripartite partners included/involved in the projects, and where/how could/should they be better included in future similar projects?
- ❖ Are the planned project objectives and outcomes relevant and realistic to the situation and needs on the ground? If not, why not? Were the problems and needs adequately analysed? Did the project objectives and outcomes take into consideration the needs of young women and men?
- ❖ Were the scope and activities hampered by external factors (such as government, difficulties for Syrians accessing training, etc.)? What were the existing structural challenges that these projects encountered and what did they do to address some of these?

#### **Validity of design**

- ❖ Are the projects’ strategies and structures coherent and logical (what are the logical correlations between objectives, outcomes, and outputs)? Do any changes need to be made to the design of the projects?
- ❖ On the whole, are the assumptions behind the projects realistic; did the projects undergo a risk analysis and design readjustment when necessary?

- ❖ Do the projects make use of a monitoring and evaluation framework? How appropriate and useful are the indicators in assessing progress? If necessary, how should they be modified to be more useful? Are indicators gender-sensitive? Are the means of verification for the indicators appropriate?
- ❖ What was the baseline condition at the beginning of the projects? How was it established?
- ❖ How did the projects' designs take into consideration gender-related issues?

### **Effectiveness**

- ❖ What progress did the projects make towards achieving the development objectives, outcomes and outputs? In cases where challenges have been faced, what intermediate results can be reported towards reaching the outcomes?
- ❖ How have stakeholders been involved in the projects? To what extent has management of the projects been participatory and has such participation contributed towards achieving the project objectives?
- ❖ To what extent did the projects build synergies with national and regional initiatives and with other donor-supported projects in Lebanon?
- ❖ How did outputs and outcomes of both projects contribute to the ILO's mainstreamed strategies, including gender equality, social dialogue, poverty reduction and international labour standards?
- ❖ How could the projects be made more effective?

### **Efficiency**

- ❖ To what extent have project activities been cost-effective? Have resources (funds, human resources, time, expertise, etc.) been allocated strategically to achieve outcomes?
- ❖ To what extent have the projects been able to build on other ILO or non-ILO initiatives either nationally or regionally, particularly with regard to the creation of synergies in cost-sharing?
- ❖ What were the intervention benefits and related costs of integrating gender equality for both projects?
- ❖ How could the projects be made more efficient?

### **Sustainability**

- ❖ Was the strategy for sustainability of impact defined clearly at the design stage of the projects? If yes, how? Was the approach taken appropriate to the context?
- ❖ Are the results achieved by the Italian project so far likely to be sustainable? What measures have been considered to ensure that the key components of the project are sustainable beyond the life of the project? (Not applicable for the UNICEF project since it is a mid-term evaluation.)

### **Effectiveness of management arrangements:**

- ❖ What was the division of work tasks within the project teams and has the use of local skills been effective? How do the projects' governance structures facilitate good results and efficient delivery? How clear is the understanding of roles and responsibilities, and division of labour between project staff?  
**P.S.** Both Italian and UNICEF projects did not have a CTA for around 6 months, which impacted delivery and managements of the projects.
- ❖ How effective was communication between the project teams, the regional office and the responsible technical department at headquarters? Have the projects received adequate technical and administrative support from the ILO backstopping units?

- ❖ How effectively does management of the projects monitor performance and results? Do the projects report on progress in a regular and systematic manner, at both national and regional levels, to program and the donors? What M&E system has been put in place, and how effective has it been?

**Impact orientation** (not applicable for the UNICEF project since it is a mid-term evaluation)

- ❖ What is the likely contribution of the Italian project's initiatives to the stated objectives of the interventions thus far?
- ❖ What positive or negative unintended outcomes can be identified (if applicable)?

**Lessons learned and good practices**

- ❖ What good practices can be learned from the projects that can be applied in similar future projects?
- ❖ If it were possible, what could have been implemented differently for greater relevance, sustainability, efficiency, effectiveness and impact?

**Specific actionable recommendations:**

- ❖ What further steps are needed to support or strengthen the delivery of the results for both projects? How do these steps relate or can further strengthen the projects' outcomes?
- ❖ What specific and actionable recommendations can be made to improve similar future projects in Lebanon and the region? What other projects could be recommended that may further support or widen the impact of this project?

## 5. METHODOLOGY

An independent evaluator will be hired by the ILO to conduct the cluster evaluation for both projects. The following is the proposed evaluation methodology. Any changes to the methodology should be discussed with and approved by the regional evaluation officer (REO) and the project managers.

### 1. Desk review

The evaluator will review projects' background materials before conducting any interviews or trips to the country.

### 2. Briefing

The evaluator will have an initial consultation with the REO, relevant ILO specialists and support staff in ROAS. The objective of the consultation is to reach a common understanding regarding the status of the projects, the priority assessment questions, available data sources and data collection instruments and an outline of the final evaluation report. The following topics will be covered: status of logistical arrangements; the projects' background and materials; key evaluation questions and priorities; outline of the inception; and final reports.

### 3. Individual interviews and/or group interviews:

Following the initial briefing, the desk review and the inception report, the evaluator will travel to Lebanon, and hold meetings with constituents/stakeholders, together with interpreters supporting the process if needed. Individual or group interviews will be conducted with the following:

- a) project staff/consultants that have been active in ILO in Lebanon;

- b) ILO ROAS DWT Director, RPU, and senior specialists in gender, skills and employability, etc.;
- c) technical departments at ILO headquarters;
- d) interviews with national counterparts (i.e. Ministry of Labour, Ministry of Agriculture, Ministry of Education and Higher Education, Ministry of Social Affairs, National Employment Office, social partners, IPs, etc.);
- e) interviews with direct and indirect beneficiaries (such as female and male Lebanese and Syrian youth, VT providers/institutes, non-formal training providers, Italian NGOs, other NGOs providing VT, etc.);
- f) employers' and workers' organizations (such as the Federation of the Chamber of Commerce, Industry and Agriculture in Tripoli (CCIAT), Association of Lebanese Industrialists and the General Confederation of Lebanese Workers (CGTL), etc.);
- g) other international agencies working in relevant fields (such as UNICEF, partners working in the inter-agency Livelihoods Working Group, etc.).

The evaluator may also propose data collection tools to triangulate information, especially for the indicators that can be measured through surveys or similar tools.

#### 4. Debriefing

Upon completion of the mission, the evaluator will provide a debriefing to the project teams in Lebanon, and ILO DWT and HQ on the evaluation findings, conclusions and recommendations in Beirut at ROAS. The evaluator will also debrief stakeholders to validate results.

#### Evaluation timeframe

Responsible person	Tasks	Number of Working days
Evaluator	Desk review of projects documents	6
Evaluator	Inception report	1
Evaluator, with the logistical support of project staff in Lebanon	Evaluation mission to Lebanon	8
Evaluator, with the logistical support of project staff in Lebanon	Stakeholders' workshop and presenting preliminary findings	2
Evaluator	Drafting report	10
Evaluator	Submission of the report to the evaluation manager	
Evaluation manager	Circulating the draft report to key stakeholders	
Evaluation manager	Send consolidated comments to evaluator	10
Evaluator	Second draft	5
Evaluation manager	Review of second draft	5
Evaluation manager	EVAL approval	
Evaluator	Integration of comments and finalization of the report	2

Total days for the evaluator: 34 days



### **Evaluation management**

The evaluator will report to the ILO REO in ROAS and should discuss any technical and methodological matters with the REO, should issues arise. The ILO ROAS office will provide administrative and logistical support during the evaluation mission.

## **6. MAIN DELIVERABLES**

The main outputs of the evaluation will consist of the following:

- deliverable 1 – inception report (including components for both projects);
- deliverable 2 – two draft evaluation reports (one for Italian and one for UNICEF);
- deliverable 3 – stakeholder debrief and PowerPoint Presentation (PPP);
- deliverable 4 – two final evaluation reports with executive summary (reports will be considered final after an additional review by EVAL, with comments integrated) (including components for both projects);
- translation of the executive summary of the final report into Arabic (project team).

### **Inception report**

The evaluator will draft an inception report, which should describe, provide reflection on, and fine-tune the following issues:

- background for each project;
- purpose, scope and beneficiaries of the evaluation for each project;
- evaluation criteria and questions for each project;
- methodology and instruments for each project;
- main deliverables for each project;
- management arrangements and work plan for each project.

### **Final reports**

The final versions of the two evaluation reports will follow the format below and be in the range of 40–55 pages in length, excluding the appendices:

1. Title page
2. Table of contents, including lists of appendices and tables
3. List of abbreviations
4. Executive summary with methodology, key findings, conclusions and recommendations
5. Background and projects description
6. Purpose of evaluation for each project
7. Evaluation methodology and evaluation questions for each project
8. Status of objectives for each project
9. Clearly identified findings for each project
10. A table presenting the key results (i.e. figures and qualitative results) achieved per objective (expected and unexpected) for each project
11. Clearly identified conclusions and recommendations for each project (identifying which stakeholders are responsible, priority of recommendations, and timeframe)
12. Lessons learned for each project
13. Good practices for each project
14. Appendices (list of interviews, ToR, lessons learned and best practices templates, list of documents consulted, etc.)

The quality of the reports will be assessed against EVAL checklists 4, 5, and 6. The deliverables will be submitted in English, and structured according to the templates provided by the ILO.

## **7. MANAGEMENT ARRANGEMENTS AND WORK PLAN**

### **REQUIREMENTS**

The evaluator should have:

- an advanced degree in social sciences;
- proven expertise on evaluation methods, labour markets, conflict issues and the ILO approach;
- extensive experience in the evaluation of development and humanitarian/emergency interventions;
- expertise in labour-intensive modalities, capacity building and skills development, VT, and other relevant subject matter;
- an understanding of the ILO's tripartite culture;
- knowledge of Lebanon and the regional context, including the Syrian crisis;
- full command of the English language (spoken and written) will be required; command of the national language would be an advantage.

The final selection of the evaluator will be approved by the Regional Evaluation Focal Point in ILO ROAS based on a shortlist of candidates prepared in consultation with ILO technical specialists, EVAL, ILO headquarters, technical departments, etc.

### **ROLES AND RESPONSIBILITIES**

The external evaluator is responsible for conducting the evaluation according to the terms of reference (ToR). They will:

- review the tor and provide input, propose any refinements to assessment questions, as necessary;
- review background materials (e.g. project documents, progress reports, etc.);
- prepare an inception report;
- develop and implement the evaluation methodology (i.e. conduct interviews, review documents, etc.) to answer the evaluation questions for each project;
- conduct preparatory consultations with the ILO REO prior to the evaluation mission;
- conduct field research and interviews, as appropriate, and collect information according to the suggested format;
- present preliminary findings to constituents;
- prepare two initial drafts of the evaluation reports (one for Italian and one for UNICEF) with input from ILO specialists and constituents/stakeholders;
- conduct a briefing on the findings, conclusions and recommendations of the evaluation to ILO ROAS;
- prepare the two evaluation final reports based on feedback from the ILO, donors and constituents, obtained following the draft reports.

The ILO evaluation manager is responsible for:

- drafting the ToR;
- finalizing the ToR with input from colleagues;

- preparing a shortlist of candidates for submission to the regional evaluation officer, ILO/ROAS and EVAL for final selection;
- hiring the consultant;
- providing the consultant with the projects' background materials;
- participating in preparatory consultations (briefing) prior to the assessment mission;
- assisting in the implementation of the evaluation methodology, as appropriate (i.e. participate in meetings, review documents);
- reviewing the two initial draft reports, circulating them for comments and providing consolidated feedback to the External Evaluator (for the inception report and the final reports);
- reviewing the two final drafts of the reports;
- disseminating the final reports to stakeholders;
- coordinating follow-up as necessary.

The ILO REO is responsible for:<sup>25</sup>

- providing support to the evaluation and supporting arrangements linked to the mission;
- approving selection of the evaluation consultant and final versions of the ToR;
- reviewing the draft and final evaluation reports and submitting them to EVAL;
- disseminating the reports as appropriate.

The project coordinator is responsible for:

- reviewing the draft ToR and providing input, as necessary;
- providing background materials, including studies, analytical papers, progress reports, tools, publications, and any relevant background notes, in coordination with the ILO REO;
- providing a list of stakeholders for both projects;
- reviewing and providing comments on the inception report;
- participating in the preparatory briefing prior to the evaluation mission;
- scheduling all meetings and interviews for the missions, in coordination with the ILO REO;
- ensuring necessary logistical arrangements for the mission, in coordination with ILO REO;
- reviewing and providing comments on the two initial draft reports (one for Italian and one for UNICEF);
- participating in the debriefing on the findings, conclusions, and recommendations;
- providing translation for any required documents (i.e. ToR, PPP, final report, etc.);
- making sure appropriate follow-up action is taken, in coordination with the ILO REO.

## 8. LEGAL AND ETHICAL MATTERS

- This independent cluster evaluation will comply with ILO evaluation guidelines and UN Norms and Standards.
- The ToR will be accompanied by the code of conduct for carrying out the evaluation *Code of conduct for evaluation in the ILO* (see attached documents).
- UNEG ethical guidelines will be followed throughout the independent evaluation.
- The consultant will not have any links to project management or any other conflict of interest that would interfere with the independence of the evaluation.

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<sup>25</sup> The REO is also the evaluation manager.

## Appendix 2: List of stakeholders interviewed

S	Name	Gender			Position	Affiliation / governorate/ venue	Date of interview	
		M	F	Total				
<b>(1) ILO Project staff members (interviews face-to-face, individual, group or via Skype)</b>								
1	Simon Hills	1	0	1	Chief Technical Adviser/ Socioeconomic Recovery expert – LCRP – ROAS	ILO premises	4/6/2018	
2	Rania Hokayem Ali Nasser	1	1	2	National TVET Programme Coordinator Administrative and Logistics Officer			
3	Yasser Ali	1	0	1	Skills Business Development Officer			
4	Patrick Daru	1	0	1	DWT Skills Adviser	Skype	5/6/2018	
5	Tarik Haq	1	0	1	Senior Employability Policy Specialist	ILO premises		
6	Lama Oueijan	0	1	1	Senior Employers Activities Specialist			
7	Tony Ayrouth Tomas Stenstrom	2	0	2	Employment Intensive Infrastructure (EIIP) Adviser; CTA – Lebanon EIIP			
8	Nathalie Bavitch	0	1	1	Regional M&E officer, ROAS			7/6/2018
9	Annabella Skof	0	1	1	Ex-CTA, ROAS	Skype	13/6/2018	
<b>Sub-Total</b>		<b>7</b>	<b>4</b>	<b>11</b>				
<b>(2) Key implementing partners (face-to-face, individual and group interviews)</b>								
10	Amal Obeid Nisreen Makkouk	0	2	2	Adolescent and Youth Programme Specialist Adolescent and Youth Programme Officer	UNICEF Lebanon	6/6/2018	
11	Nawal Ayad	0	1	1	Adolescent and Youth Programme Officer			
12	Chadi Ghajar	4	1	5	Youth Development Officer			7/6/2018
13	Corrado Di Bio	1	0	1	Programme/Donor Officer	Italian Cooperation	6/6/2018	
14	Abir Abu Ilkhououd	0	1	1	National Project Manager, Baabda	FAO		
15	Agatha Abi-Aad	0	1	1	Associate Education Officer	UNHCR	8/6/2018	
	Marina Ader Dory Moutran Imane Ayatillah	1	3	4	IECD–UNHC Project Manager and Project Officers	IECD–UNHCR		

	Nada Maucourant						
16	Mohamed Naddaf Adel Abu Salem Omar Yassine	3	0	3	Employment Centre Manager, Middle Beirut Mechanics Section Officer, Education Dept. Employment Service Centres Coordinator	UNRWA	11/6/2018
<b>Sub-Total</b>		<b>9</b>	<b>9</b>	<b>18</b>			
<b>(3) Other project beneficiaries (ministries and NGOs)</b>							
17	Hassan Nasrallah	1	0	1	NTVET Manager	MOL	6/6/2018
18	Mariam Akkoun	0	1	1	TVET Unit manager		7/6/2018
19	Fatima Halbawi Fatma Hassan Haifaa Gaafar Zoya Hamid Nagwa Ahmed Mazen ElHalbawi	1	5	6	Education and Extension Sector Manager Extension Unit Manager Education and Training Unit Manager Technical Agricultural Assistant Librarian, Agricultural Extension Unit Technical Agricultural Assistant	MOA	8/6/2018
20	Hiba Doueihy	0	1	1	Livelihood Coordinator, UNDP		MOSA
21	Nabil Atallah Toni Ghassan Sheito François El Jerdy	3	0	3	Head of the Practical Lessons Department For the Head Of The Technical Department Director of Institute Technique Industrial	MOE	13/6/3018
22	Imane El Ajami	0	1	1	Social Movement NGO Manager, Beirut	Social Movement	8/6/2018
23	Judge Abdallah Ahmed Najwa Bedir Rima Kazan	1	2	3	Director General, MOSA Head of Marketing, Crafts Section Director of Social Training	MOSA	13/6/2018
24	Carolina Cinerai Elissa Piccioni Federica Lolli Harrisa Barrak Hind Al Majthoub Mira Georges	0	6	6	Project Manager Project Manager Project Assistant Project Officer Field Project Coordinator Field Project Coordinator	ARCS Italian NGO ARCS Italian NGO ARCS Italian NGO LPHU Italian NGO  Research Coopi Italian NGO	8/6/2018

25	Fausta Genovese Elissar Gemayel Nazha Alam Stephaine Abboud	0	4	4	Project Manager VT Coordinator TVET Coordinator Senior TVET coordinator	AVSI Italian NGO	7/6/2018
26	Jean Abi Fadel	1	0	1	Director General, National Employment Office	NEO	11/6/2018
27	Dolly Faghali Hussein Chalhoub Eli Berberi	2	1	3	Studies and Programme Specialist Statistics Specialist Head of Professional Orientation and VT services	NEO	11/6/2018
28	Ali Fakreddine Emily Abdallah Jihane Howayek	1	2	3	Project Coordinator, TDH Italy Project Manager Project Coordinator	TDH Italy Al Majmouaa NGO TDH Italy	11/6/2018
29	Lucca Giacani Sara Imme	1	1	2	Project manager Project Manager	Italian NGO (COSV)	11/6/2018
30	Hasna Moawad	0	1	1	Education Department Manager (Skype)	UNICEF NGO– RMF	11/6/2018
31	Carine Louis	0	1	1	VT Centre Officer	Social Movement NGO	12/6/2018
32	Maria Rezkallah Aline Slim	0	2	2	Head of PR and Training Centre Marketing and Administrative Officer, training centre	CCIZA-MOA	
33	Abbas Haj Hussein Aly Khair El-Din Hassan Mehidine	3	0	3	Branch Coordinator, LOST – Ein Baalbak CBT Officer, LOST – Ein Baalbak Project Coordinator – GVC NGO	LOST NGO LOST NGO GVC NGO	
34	Mohamed Shalabi	1	0	1	Manager, VT centre	UNICEF NGO (Safadi Foundation)	19/6/2018
35	Laith Aktham Fedreico Turchetti	2	0	2	Liaison and Administrative Officer Project Manager	Italian NGO (TDH-Jordan)	
<b>Sub-total</b>		<b>17</b>	<b>28</b>	<b>45</b>			
<b>(4) Others</b>							
36	Nabil Naccach Ralf	2	0	2	TVET Expert – UNICEF	Independent expert	13/6/2018
37	Bastein Revel	1	0	1	Ex-International Consultant, UNDP		20/6/2018
<b>Sub-total</b>		<b>3</b>	<b>0</b>	<b>3</b>			
		<b>36</b>	<b>41</b>	<b>77</b>			

**Classification of stakeholders interviewed per category**

S	Stakeholders category/type	Gender			No. of Interviews
		Male	Female	Total	
1	ILO staff	4	7	11	9
2	Key partners (UNICEF and Italian Cooperation)	2	5	7	4
3	Other stakeholders (UNHCR, FAO and UNRWA)	4	4	8	3
<b>Direct beneficiaries</b>					
3	Governmental staff (ministries)	6	9	15	6
4	Italian NGOs	5	15	20	7
	UNICEF NGOs	3	3	6	4
5	<b>Others</b>				
	C) NEO	3	1	4	2
	D) Experts	3	0	3	2
		<ul style="list-style-type: none"> <li>• <i>Individual interviews</i></li> <li>• <i>Group interviews</i></li> </ul>			21
<b>Total stakeholders interviewed/consulted</b>		<b>30</b>	<b>44</b>	<b>74</b>	<b>37</b>

### Appendix 3: Bio data of the evaluation team members

The following provides a brief background of the evaluation team members:

	Bio
<p><b>Awny Amer</b></p> <p>(Team Leader &amp; Main Senior Evaluator of mid-term evaluation)</p>	<p>Awny Amer works as an independent research, monitoring and evaluation consultant, based in Egypt. He has 30 years of experience in development and evaluation. Awny started his career with Plan International Egypt where he worked for over 22 years. In 2009, after accumulating extensive experience, he established himself as an independent R&amp;E consultant.</p> <p>Throughout his career in the R&amp;E field, Awny had the opportunity to lead and conduct different R&amp;E processes, surveys, and situations analyses for diverse programmes addressing children, youth, women and other vulnerable groups. He has worked extensively with most of the UN agencies as well as other INGOs at the global, regional and national levels, including UNICEF, UNDP, UN Women, ILO, WFP, ESCWA, Oxfam, IDRC, CARE, Save the Children, Inter News, Search for Common Ground (SFGG), UNRWA, Drosos foundation, Right to Play, War Child, and Plan International, among others. He has good regional experience as he has worked in different countries in the MENA region.</p> <p>Awny always applies a combination of qualitative and quantitative methods with special focus on the participatory M&amp;E approach, methodologies and tools, including the Most Significant Change (MSC) technique, storytelling techniques, longitudinal study processes, FGDs, case studies, community reflection tools and others in a consultative manner during the evaluation process to promote meaningful participation and strengthen accountability practices at different levels.</p> <p>Currently, he is acting as a board member of the International Development Evaluation Association (IDEAS), African Policy Centre (APC), the Egyptian R&amp;E Network in Egypt (EREN) and the Community of Evaluators (CoE). In addition to acting as one of the founders of the EvalMENA and active member at Africa Evaluation Association (AfrEA). He has had the opportunity to develop different papers and abstracts which were submitted to different international evaluation conferences. Awny also had the opportunity to translate some of the key R&amp;E publications, such as the <i>The Road to Results</i> and the <i>Most Significant Change Technique</i> guide in addition to the <i>Gender+</i> guide.</p>
<p><b>Ahmed Amin</b></p> <p>Research and Evaluation Assistant</p>	<p>Ahmed Amin has 30 years' experience in development, including 28 years with Plan International Egypt as programme area manager. He has had the opportunity to manage different programmes, interventions and projects that address children, adolescents, youth and women. Also, he holds a specific M&amp;E diploma and has good field skills in facilitating FGDs, MSC, interviews, etc.</p> <p>He had the opportunity to be involved in some of the M&amp;E tasks and assignments with Plan, UN Women, UNICEF Egypt, UNICEF Lebanon, Drosos Foundation and others.</p>



#### Appendix 4: List of documents consulted/reviewed

The following are the key documents consulted and referred to during the cluster evaluation process:

- ToR of the cluster evaluation process
- The Italian project proposal with its logical framework
- The UNICEF project proposal with its logical framework
- ITA and UNICEF list of stakeholders
- Guidelines for non-formal market based skills training in Lebanon
- Concept note – training provision relevant for the local market assessment
- Signed progress report of the Italian project till Dec 2017
- List of beneficiaries of each of the Italian and UNICEF NGOs
- Copy of the minutes of the PSC meeting
- Clarification for decision 29–1 “Syrian and Lebanon Jobs”
- Check lists 3, 5,6 and 10 developed by the ILO
- Copy of participants who attended workshops 1 and 2
- Corrado email for the LM of the agriculture sector
- Evaluation forms and templates
- Guidance notes 3 and 7 developed by the ILO
- ILO budget review and approval
- Reporting requirements of the Italian project
- No-cost extension approval document
- List of Italian and UNICEF participant NGOs in the project
- Signed agreement between ILO and Italian Cooperation
- MOA participants in the CBT workshop
- ILO code of conduct
- The way forward till 30 May 2018 – PPP
- Turin training course participants
- WEE assessment value chain report – March 2017
- Workshop reports of all training activities of the Italian project
- Workshop reports of all training activities of the UNICEF project
- NGO focal points list
- M&E of the NSF working groups

## Appendix 5: Data collection instruments – Methodologies and tool guides

### 1. Semi-structured interview guide (with the ILO project staff and other two implementing partners UNICEF and Italian Cooperation)

Interviewee name:

Age:

Sex:

Position:

Affiliation:

Date:

The venue of the interview:

Interviewer:

Note taker (documenter)

- At the beginning of the interview, the consultant/interviewer provided a short introduction to explain the purpose of the cluster evaluation process, and the objective of conducting the interview and why they were selected to take part in this activity and how the information collected will be used.
- The interview took from 45 to 75 minutes and was conducted mainly at their premises or over Skype.

**Key issues/questions that were discussed with the interviewee** (with minor changes or tailoring of the questions or issues raised according to the interviewee affiliation (**ILO staff, UNICEF or Italian Cooperation staff**) noting that it was not necessary to ask or discuss all these issues with each interviewee considering that they are semi-structured interviews and the amount of time given to the evaluation process).

- Discuss the role of the interviewee and their affiliation in the project's implementation.
- From your point of view:
  - To which extent the projects' objectives respond to the priorities of the donor government and beneficiaries (Lebanese and Syrian refugees)?
  - Were the problems and needs adequately analysed?
  - Were the linkages between the projects' activities and the LCRP and other strategies designed to support Lebanese citizens and Syrian refugees in the light of the crisis?
- To what extent has the project been successful in identifying the most relevant partners/actors for this project and what is the added value of this model to tripartite partnership?
- From your point of view, to which extent do you think the project design, interventions and activities responded well to the priorities and needs of the target groups of the project?
- Are the project strategies and structures coherent and logical (the correlations between objectives, outcomes and outputs)?
- To what extent were the project assumptions valid and realistic, referring to the logical framework (results chain), risk analysis and design readjustments as necessary?
- Were M&E systems and mechanisms in place? To what extent did the project use them to track the project's progress, perform the required actions accordingly, etc.?

- How did the projects' designs and other project cycle phases take into consideration gender-related issues?
- From your point of view, do you think the existing project structure contributed efficiently in achieving the set project activities?
- From your point of view, what were the key changes/results impacted on the different target groups on different levels – including the development of the SOP, NSF and the other capacity-building activities as well?
- To what extent did the projects build synergies with national and regional initiatives and with other donor-supported projects in Lebanon, as well as the effectiveness of communications – including time efficiency?
- In case the projects are successful, what are the enablers of success?
- What were the key challenges encountered during the life of the project and how did you deal with them? (Some lessons learned?)
- From your point of view, how much were the division of work tasks within the project teams and the usage of the local skills effective in achieving good results?
- Was the strategy for sustainability for impact defined clearly at the design stage of the projects? Was the approach followed appropriate to the context?
- Are there opportunities to replicate the project at a wider scale – scaling up opportunities?
- What is your assessment of how the human resources and institutional support provided during the life of the project (particularly for the ministries, NGOs and other entities) enhanced the sustainability at different levels?
- To what extent was the project cost effective? Are there any activities that could be implemented at a lower cost with the same quality of service provided? Provide examples, as needed.
- Would you please tell us some of the lessons learned captured from your side as a result of your experiences during the life of the project? Provide some examples of the good practices and initiatives that we can learn from in future similar interventions?
- Finally, do you have any other recommendations you think might be useful to improve the project implementation – in case of replicating or scaling it up? If so, what?
- Others, as required.

## **2 . Semi-structured interview guide**

**(with other project beneficiaries, government, NGOs, private sector and other service providers)**

**Interviewee name:**

**Age:**

**Sex:**

**Position:**

**Affiliation:**

**Date:**

**The venue of the interview:**

**Interviewer:**

**Note taker (documenter)**

- At the beginning of the interview, the consultant/interviewer provided a short introduction to explain the purpose of the cluster evaluation process, and the objective of conducting the

interview and why they were selected to take part in this activity and how the information collected will be used.

- The interview took from 45 to 75 minutes and was conducted mainly at their premises or over Skype.

**Key issues/questions that were discussed with the interviewee** (with minor changes or tailoring of the questions or issues raised according to interviewee affiliation (**Governmental entities, NGOs and other service providers**) noting that it was not necessarily to ask or discuss all these issues with each interviewee considering that they are semi-structured interviews and the amount of time given to the evaluation process).

- Discuss the role of the interviewee and their affiliation with the project implementation? Key activities the interviewee took part in?
- The linkage between the project activities and the LCRP and other strategies designed to support Lebanese citizens and Syrian refugees in the light of the crisis?
- To what extent has the project been successful in identifying the most relevant partners/actors for this project and what was the value added by this model of tripartite partnership?
- From your point of view, to what extent do you think the project design, interventions and activities responded well to the priorities and needs of the target groups of the project?
- From your point of view, what were the key changes/results that impacted on the different target groups at different levels – including the development of the SOP, NSF and the other capacity-building activities as well?
- What were the most important activities/interventions or products that contributed significantly in your working area (TVET, technical education, improve market-based provision, etc.)? Provide some examples.
- How did the projects' designs and other project cycle phases take into consideration gender-related issues?
- From your point of view, do you think the existing project structure contributed efficiently in achieving the set project activities?
- To what extent has the project been participatory in its activities? Have your points of views been taken in consideration? Provide some examples
- In case the projects are successful, what were the enablers of success?
- What were the key challenges encountered during the life of the project and how did you deal with them? (Some lessons learned)?
- Are there opportunities to replicate the project at wider scale? Scaling-up opportunities?
- What is your assessment of how the human resources and institutional support provided during the life of the project (particularly for the ministries, NGOs and other entities) enhanced the sustainability at different levels?
- To what extent was the project cost effective? Are there any activities that could be implemented at a lower cost with the same quality of service provided? Provide examples as needed.
- Would you please tell us some of the lessons learned captured from your side as a result of your experiences during the life of the project? Provide some examples of the good practices and initiatives that we can learn from for other similar interventions?
- Finally, do you have other recommendations you think might be useful for improving the project implementation, in case of replicating or scaling it up? If so, what?
- Others as required.

## Appendix 6: Evaluation matrix

Criteria	Proposed final evaluation question(s)	Method(s)	Target groups(s)	Triangulation
Relevance and strategic fit	<ul style="list-style-type: none"> <li>• How do the projects' objectives respond to the priorities of the donors, Government, and beneficiaries (Lebanese citizens and Syrian refugees)?</li> <li>• To what extent do the projects' activities line up with the LCRP and other strategies designed to support Lebanon and Syrian refugees in light of the crisis in Syria?</li> <li>• To what extent has the project been successful in identifying the most relevant partners/actors for this project and what was the added value of this model of tripartite partnership?</li> <li>• Are the planned projects' objectives and outcomes relevant and realistic to the situation and needs on the ground? If not, why not?</li> <li>• Were the problems and needs adequately analysed? Did the projects' objectives and outcomes take into consideration the needs of youth (women and men)? How did the projects' designs take into consideration gender-related issues?</li> <li>• Were the scope and activities hampered by</li> </ul>	Semi-structured interviews (individual and group)	Key partners UNICEF, Italian Cooperation  ILO technical advisers and support staff	<ul style="list-style-type: none"> <li>• Semi-structured interviews with other partners, such as UNHCR, UNWRA, FAO, UNDP and others</li> <li>• Secondary analysis review, particularly project reports and documentation activities</li> </ul>

	external factors (such as government, difficulties for Syrians accessing training, etc.)?			
<b>Validity of design</b>	<ul style="list-style-type: none"> <li>Are the projects' strategies and structures coherent and logical? What are the logical correlations between objectives, outcomes, and outputs? Do any changes need to be made to the design of the projects – whether in the interventions, activities, approach, etc.?</li> <li>Do the projects make use of a monitoring and evaluation framework? How appropriate and useful are the indicators in assessing the projects' progress? If necessary, how should they be modified to be more useful? Were the indicators gender sensitive? Are the means of verification for the indicators appropriate?</li> <li>What was the baseline condition at the beginning of the projects? How was it established?</li> </ul>	Semi-structured interviews (individual and group)	ILO project staff	<ul style="list-style-type: none"> <li>Semi-structured interviews with both Italian Cooperation and UNICEF project staff</li> <li>Semi-structured interviews with other agencies (UNHCR, UNDP and FAO)</li> <li>Secondary analysis review, particularly project reports and documentation activities</li> </ul>
<b>Effectiveness</b>				
<b>Effectiveness</b>	<ul style="list-style-type: none"> <li>What progress did the projects make towards achieving the development objectives, outcomes and outputs?</li> <li>In cases where challenges have been faced, what intermediate results can</li> </ul>	Group meetings (SEIs)	Key direct beneficiaries	<ul style="list-style-type: none"> <li>Interviews with governmental staff (MOA, MOSA, MEHE, MOL)</li> <li>Secondary analysis review,</li> </ul>

	<p>be reported towards reaching the outcomes? And how were they dealt with?</p> <ul style="list-style-type: none"> <li>• How have stakeholders been involved in the projects' implementation? To what extent has the project management been participatory and did the participation contribute towards achieving the project objectives?</li> <li>• To what extent have the capacity-building activities (training activities) been effective and contributed to achieve the project objectives?</li> <li>• To what extent did the projects build synergies with national and regional initiatives and with other donor-supported projects in Lebanon?</li> <li>• To what extent did the projects maintain an effective monitoring, evaluation, assessment and documentation mechanism? Did it assess the project results (including reporting, quality assurance and reflection) processes at different levels and how has the programme used information generated to inform programmatic adjustments and corrective actions during the life of the project?</li> </ul>			<p>particularly project reports and documentation activities</p> <ul style="list-style-type: none"> <li>• Interviews with UNICEF and Italian Cooperation staff</li> <li>• knowledge, attitudes and practices (KAP) analysis</li> </ul>
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<b>Effectiveness and management coordination</b>	<ul style="list-style-type: none"> <li>• What was the division of work tasks within the project teams and has the use of local skills been effective? How does the projects' governance structure facilitate good results and efficient delivery? How clear is the understanding of roles and responsibilities and division of labour between project staff? Have the projects received adequate technical and administrative support from the ILO backstopping units?</li> </ul>	Semi-structured interviews (Individual and group interviews)	ILO project staff	<ul style="list-style-type: none"> <li>• Semi-structured interviews with Italian Cooperation and UNICEF project staff</li> <li>• Semi-structured interviews with other agencies (UNHCR, UNDP and FAO)</li> <li>• Secondary analysis review, particularly project reports and documentation activities</li> </ul>
<b>Efficiency</b>	<ul style="list-style-type: none"> <li>• To what extent have projects' activities been cost-effective? Have resources (funds, human resources, time, expertise, etc.) been allocated strategically to achieve outcomes? How could the efficiency of the projects be improved?</li> <li>• What were the intervention benefits and related costs of integrating gender equality for both projects?</li> </ul>	Semi-structured interviews (individual and group)	UNICEF and Italian Cooperation staff	<ul style="list-style-type: none"> <li>• Semi-structured interviews with ILO project staff</li> <li>• Secondary analysis review, particularly project reports and documentation activities</li> </ul>
<b>Sustainability</b>	<ul style="list-style-type: none"> <li>• Was the strategy for sustainability of impact defined clearly at the design stage of the projects? If yes, how? Was the approach taken</li> </ul>	Semi-structured interviews (individual and group)	ILO project staff  UNICEF and Italian Cooperation staff	<ul style="list-style-type: none"> <li>• Interviews with governmental staff (MOA, MOSA, MEHE, MOL)</li> </ul>



	<p>appropriate to the context?</p> <ul style="list-style-type: none"> <li>• Are there opportunities to replicate the project at a wider scale? Are there scaling-up opportunities?</li> </ul>			
<b>Other evaluation dimensions</b>				
<b>Lessons learned and good practices</b>	<ul style="list-style-type: none"> <li>• What good practices can be learned from the projects and applied in similar future projects?</li> <li>• If it were possible, what could have been implemented differently for greater relevance, sustainability, efficiency, effectiveness and impact?</li> </ul>	Semi-structured interviews (individual and group)	Governmental and non-governmental project beneficiaries	<ul style="list-style-type: none"> <li>• Semi-structured interviews with UNICEF and Italian Cooperation staff</li> <li>• Semi-structured interviews with ILO staff</li> <li>• FGDs with direct beneficiaries</li> <li>• Secondary analysis review, particularly project reports and documentation activities</li> </ul>
<b>Specific actionable recommendations</b>	<ul style="list-style-type: none"> <li>• What further steps are needed to support or strengthen the delivery of the results for both projects? How do these steps relate or further strengthen the outcomes?</li> <li>• What are specific and actionable recommendations to improve similar future projects in Lebanon and the region? What other projects could be recommended that may further support or widen the impact of this project?</li> </ul>			