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Evaluation

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This evaluation has been conducted according to ILO's evaluation policies and procedures. It has not been professionally edited, but has undergone quality control by the ILO Evaluation Office

Contents

| | |
|--|-----|
| Acknowledgements | 4 |
| List of acronyms..... | 4 |
| Executive Summary | 6 |
| 1. Background and Project Description | 11 |
| 2 Purpose of the evaluation and status of objectives | 12 |
| 3. Evaluation Methodology and Evaluation Questions | 15 |
| 4. Findings of the evaluation by OECD/DAC criteria | 19 |
| 4.1 Introduction | 19 |
| 4.2 Relevance and strategic fit..... | 19 |
| 4.3 Validity of design..... | 21 |
| 4.4 Efficiency | 29 |
| 4.5 Effectiveness | 41 |
| 4.6 Impact | 45 |
| 4.7 Effectiveness of management arrangements | 46 |
| 4.8 Sustainability | 49 |
| 4.9 Overall performance | 50 |
| 4.10 Appraisal of the regional evaluation approach..... | 50 |
| 5. Conclusions, recommendations and lessons..... | 51 |
| 5.1 Conclusions | 51 |
| 5.2 Lessons to be learnt and recommendations..... | 53 |
| Appendix A: Terms of Reference (ToR) for Cluster Project Evaluation of “Employment Intensive Infrastructure Programme” in Jordan and Lebanon | 59 |
| Appendix B: Comparison and commentary on the results matrices: Jordan and Lebanon EIIP phases.... | 84 |
| Appendix C: The evaluation frame, specific questions and sources including interviewees | 97 |
| Appendix D: List of documents consulted in preparing the Inception Report..... | 111 |
| Appendix E: List of persons interviewed | 115 |
| Appendix F: Jordan EIIP Evaluation Schedule, 10 - 19 November 2019..... | 118 |
| Appendix G: Lebanon EIIP Evaluation Schedule, 1 - 11 December 2019 and 8 - 9 January 2020 | 119 |
| Appendix H: Comparison of costs of labour-based and equipment based agricultural roads and irrigation canals | 120 |
| Appendix I: Jordan EIIP Phase II - Indicator targets and achievement..... | 124 |
| Appendix J - Lebanon EIIP Phase I+II - Indicator targets and achievement..... | 129 |
| Appendix K Lessons learned | 132 |
| Appendix L Good practices | 137 |

List of figures

| | |
|---|----|
| Figure 1: Lebanon and Jordan EIIP Clusters: December 2016 - December 2020 | 11 |
| Figure 2: The Lebanon EIIP organizational structure (component implemented by the ILO)..... | 23 |
| Figure 3: The Jordan EIIP organizational structure..... | 23 |
| Figure 4: Jordan EIIP governance structure..... | 27 |

| | |
|---|----|
| Figure 5: Lebanon EIIP governance | 27 |
| Figure 6: Lebanon EIIP projects location map | 44 |
| Figure 7: Learning between the Jordan and Lebanon EIIPs | 53 |

List of tables

| | |
|--|----|
| Table 1: The RBM model and the results matrices of the Jordan and Lebanon EIIPs and phases..... | 14 |
| Table 2: Mapping specific criteria questions against the main issues | 17 |
| Table 3: Summary comparison of programme design features: Jordan and Lebanon EIIPs..... | 24 |
| Table 4: Lebanon LP-I+II - Summary of programme data..... | 32 |
| Table 5: Jordan JP-II - Summary of programme data | 33 |
| Table 6: Mafraq Agriculture Department Director's comparison of the performance and practice of three agencies' "CfW" projects | 34 |
| Table 7: Frequency analysis of the number of workdays per person employed - JP-II and LP-I+II..... | 46 |
| Table 8: Overview of management and technical functions..... | 47 |
| Table 9: List of recommendations arising out of the evaluation..... | 55 |

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List of acronyms

| | | |
|------------|---|---|
| 3RP | - | Regional Refugee Resilience Plan |
| BMZ | - | Bundesministerium für wirtschaftliche Zusammenarbeit und Entwicklung (Federal Ministry of Economic Cooperation and Development, Germany) |
| CDR | - | Council for Development and Reconstruction |
| CfW | - | Cash for Work |
| CTA | - | Chief Technical Adviser |
| DAC | - | Development Assistance Committee |
| EIIP | - | Employment Intensive Investment Programme or Employment Intensive Infrastructure Programme ¹ |
| EMP/INVEST | - | Employment Intensive Investment Branch (at ILO Headquarters) |
| ESSRP | - | Emergency Services and Social Resilience Project |
| FIDIC | - | Fédération Internationale Des Ingénieurs-Conseils (an international standards organisation for the consulting engineering & construction) |
| GIZ | - | Gesellschaft für Internationale Zusammenarbeit (GIZ) (Corporation for International Cooperation, Germany) |
| ILO ROAS | - | ILO Regional Office for Arab States |
| JEA | - | Jordan Engineers Association |
| JORISS | - | Jordan Response Information System for the Syria Crisis |
| JP-II | - | Jordan Programme (EIIP) - Phase II |
| JP-III | - | Jordan Programme (EIIP) - Phase III |
| JP-IV | - | Jordan Programme (EIIP) - Phase IV |
| KfW | - | Kreditanstalt für Wiederaufbau (German development bank) |
| LHSP | - | Lebanon Host Communities Support Programme |
| LP-I+II | - | Lebanon Programme (EIIP) - Phase I & II |
| LP-III | - | Lebanon Programme (EIIP) - Phase III |
| LRBT | - | Local Resource Based Technology |
| MoA | - | Ministry of Agriculture |
| MoL | - | Ministry of Labour (Jordan and Lebanon) |
| MoLA | - | Ministry of Local Administration (Jordan) |
| MOPIC | - | Ministry of Planning and International Cooperation |
| MoSA | - | Ministry of Social Affairs (Lebanon) |

¹ The term “infrastructure” has been used in the titles of the programmes in Jordan and Lebanon. In Jordan the programme is known as “Employment through Labour Intensive Infrastructure in Jordan” and in Lebanon it is known as “Employment Intensive Infrastructure Programme in Lebanon”. The programmes in both the countries are commonly referred to as EIIP. The acronym EIIP referring to the ILO programme delivered through ILO’s EMP/INVEST branch stands for Employment Intensive Investment Programme. The term “infrastructure” has been used in this inception report in line with its use in the titles of the programmes in Jordan and Lebanon.

| | | |
|--------|---|---|
| MPWH | - | Ministry of Public Works and Housing (Jordan) |
| MSSRP | - | Municipal Services and Social Resilience Project |
| OECD | - | Organisation for Economic Cooperation and Development |
| OSH | - | Occupational Safety and Health |
| PMC | - | Project Management Committee (Lebanon) |
| PwD | - | Person(s) with disability(ies) |
| RBM | - | Results Based Management |
| SDG | - | Sustainable Development Goal |
| TOR | - | Terms of reference |
| UNDP | - | United Nations Development Programme |
| UNICEF | - | United Nations Children's Fund |
| UNOPS | - | United Nations Office for Project Services |
| UNRWA | - | United Nations Relief and Works Agency for Palestine Refugees |

Executive Summary

Background, purpose, scope and methodology

The Employment Intensive Infrastructure Programmes (EIIPs) in Jordan and Lebanon funded by Germany / BMZ through KfW are responses to the humanitarian crisis following the Syrian civil war which began in 2011. A consequence of the civil war has been the large number of Syrians who have sought refuge in the two countries, causing economic and social pressures and distress for the displaced Syrians and the two host countries and communities in them which have received high numbers of displaced Syrians. The amount committed by BMZ / KfW to the EIIPs is €60,945,000 (about USD68,838,287). The EIIPs combine the twin objectives of providing decent work for Syrian refugees and vulnerable host community members and the creation, improvement or maintenance of local infrastructure assets.

This is an independent cluster evaluation of the EIIPs being implemented in phases. Operations on Phase II in Jordan (JP-II) and Phase I+II in Lebanon (LP-I+II) were due to be completed in December 2019. LP-I+II has been extended to September 2020 and the remaining phases (JP-III and JP-IV in Jordan and LP-III in Lebanon) are continuing into 2020. The advantages of the cluster evaluation are: (a) the lessons from the comparison of the phases within and between the countries, and (b) the efficiency gains of a single evaluation over separate evaluations of phases. For clarity and consistency, the two EIIPs are referred to as “programmes” which operate in “phases”. The works executed in the programmes and phases are referred to as projects.

The TOR for the evaluation list the following issues: (a) how well are the programmes performing in achieving their objectives and whether they can improve their performance from mutual learning; (b) how well are they using outside links, including the UNDP collaboration in Lebanon; (c) what are the implications of short planned phases combined with the delays; (d) benefits to participants of short-term employment and whether longer periods of employment would improve longer term livelihood prospects; (e) how effectiveness are the programmes in achieving the inclusion of women, and (f) how sustainable will be the assets created by the programmes and the LRBT approach when the interventions end.

The methodology adopted is qualitative comparative appraisal supported by quantitative indicators. Multiple sources of evidence used in the evaluation include: (a) a desk review of documents; (b) information on the operation and performance of the two EIIPs from programme records; (c) interviews of a total of over 100 persons, and (d) visits to 12 project locations between the two countries. The standard OECD/DAC evaluation criteria form the basis of the evaluation. The following four broad common objectives and related indicators of outputs have been distilled from programme documents to form the basis of the evaluation:

- (a) Short-term decent employment creation with requirements for balance between refugee and host community participation and inclusion (per cent of women and disabled persons participating).
- (b) Improvement or preservation of infrastructure and other public assets including municipal and environmental.
- (c) Strengthened institutional and technical capacities and policy influencing for extending the employment intensive approach beyond the EIIPs.
- (d) Employability and livelihood improvement for participants beyond short-term programme employment.

Summary of findings

Relevance and strategic fit

Lebanon and Jordan are nations with the highest and second highest number of refugees per head of population respectively. Both refugees and vulnerable members of the host populations face hardships because of the distressed labour market conditions. There are also pressures on public services and need for improvement of the infrastructure. The EIIPs in the two countries have relevance in these circumstances since they combine the twin objectives of: (a) providing decent work for Syrian refugees and vulnerable host community members, and (b) the improvement or preservation of assets. The governments of Jordan and Lebanon prepared national crisis response plans and sought external assistance to support them. Germany / BMZ is one of the donors providing assistance to the two countries through KfW as a part of its global mission to support forcibly displaced people through cash for work (CfW). A complementary feature of ILO's EIIP approach is for the employment generated to be decent which aligns with the principles of BMZ / KfW. There

was sound logic in ILO partnering UNDP in the EIIP in Lebanon since UNDP has experience of supporting communities with high proportions of Syrian refugees since 2013 through its Lebanon Host Communities Support Programme (LHSP). The partnership was expected to enable rapid selection of suitable projects.

There is a difference between the governments of Jordan and Lebanon on the relative importance of unskilled employment generation and asset creation. In Lebanon there is stronger preference for asset creation for the host communities than for unskilled employment generation, while in Jordan there is stronger insistence on Jordanians taking an equal share of EIIP employment. Both the governments' ambivalence on the Syrian refugee influx and lack of capacity to deal with work permits leaves the status of Syrian workers on the EIIPs and in the labour markets ambiguous in both the countries. While the BMZ / KfW mission and the EIIP approach have strong relevance and strategic fit to respond to the refugee crisis, the stakeholders' different priorities have implications for the design and implementation of the programmes, which in turn have implications for efficiency, effectiveness, impact and sustainability.

Validity of design

The structures of the programme teams are appropriate for their management and operations to meet the programme objectives of meeting the decent employment creation objective and quality of the works. Training of contractors and the staff of national partners and supervision, monitoring and support for project implementation are built into the design of both EIIPs. Since the wage rates in the two countries are higher than in the countries in which the EIIP approach is cost effective when compared with equipment operation, it is important that contractors "buy into" and comply with the EIIP approach.

An area of concern in both countries is short planned phases, which combined with long and unpredictable project selection and approval processes, leads to reduced time for implementation or phase extensions. The main differences in design between the two programmes are:

- Different national partners during phases in Jordan. The same two national partners (Ministry of Social Affairs (MoSA) and Ministry of Labour (MoL)) in both phases.
- A mix of working through contractors and direct labour varying between phases in Jordan. All projects implemented by contractors in Lebanon.
- Very high labour intensities (80 per cent) stipulated for municipal works in Jordan. In Lebanon labour intensities stipulated enable the programme to fulfil the twin roles of employment generation and asset creation.
- A transparent and open process of balloting to select workers from applicants for municipal works through direct labour in Jordan. Not all contractors in Jordan and Lebanon employ transparent and open recruitment approaches.
- In Jordan wages are paid electronically directly to the workers. The payment is managed by the EIIP team. In Lebanon workers are paid in cash on sites by contractors with EIIP staff supervising.
- In Jordan the safeguard officer is supported by safeguards inspectors. In Lebanon the Social Safeguards Officers (SSOs) are technically qualified and combine the safeguard and technical oversight roles.
- In Jordan EIIP is the sole responsibility of the ILO. In Lebanon the EIIP is a collaboration between the ILO and UNDP.

Efficiency

Both JP-II and LP-I+II have met their employment generation (worker days) and asset creation targets within the available budgets. In Jordan on JP-II the minimum 10 per cent target for women's participation was exceeded and the target for participation of persons with disabilities (PwD) was met. In Lebanon on LP-I+II the women's participation target was nearly met but there was no target in Lebanon for minimum PwD participation. In both countries there are higher minimum targets for the participation of women and initiatives to increase women's participation in later phases (JP-IV and LP-III). The 40 day jobs targets, introduced by the donor after the programmes started, proved to be overambitious in both countries because of the practicalities of keeping the employment period at 40 days for some project types and for contractor operations. The spectrum of labour intensities achieved are acceptable as long as the activities are concerned with productive work in asset creation or maintenance.

The programmes in both countries did not benefit from any significant cost sharing synergies. This was particularly disappointing in the ILO / UNDP collaboration in Lebanon in which the envisaged sharing of functions such as procurement and rapid selection of suitable projects based on UNDP's local knowledge and presence did not materialise. There have been other wider synergy benefits of two forms in the two countries: (a) dissemination of the employment intensive approach and related good practice (e.g. developing the Standard Operating Procedures (SOP) for CfWs in Jordan and "Employment Intensive Projects Guidelines" in Lebanon), and (b) support to other employment intensive projects. In Jordan the high labour intensity targets and municipal community works focus in JP-III and JP-IV limit the asset creation potential of the programme.

One of the most important wider benefits of inclusion of women on the two EIIPs, is their empowerment and either new entry or better reward and treatment in the labour market. In the workers' survey in Jordan, 70 per cent of women stated that they were not employed before working on the EIIP. In interviews at sites, women appreciated the wage rate being the same as for men and their treatment at work. The workers' survey document for Lebanon did not contain information from women's responses separately.

Effectiveness

Both programmes have performed well on meeting the employment generation targets with inclusion conditions as noted under "Efficiency". The targets on asset creation and maintenance have also been achieved within the available budget. On institutional and capacity development, they have overachieved on training numbers, though some of the training was needed for effective operation of works. The target on policy influencing, preparing the "Guidelines" document and having it adopted as policy has also been met in Lebanon. On work permits both programmes have performed their parts but full achievement (on timely issuing of work permits in Jordan and approval and issuance of special work permits in Lebanon) is not within their control. Occupational Safety and Health (OSH) and private insurance (the latter in Lebanon) are in place as elements of decent work conditions.

On the higher level objective and impact, improved livelihoods and contribution to peace and conflict prevention, the short term impact on household incomes and evidence of reduced tensions from working together are positive. Some of the main issues adversely affecting effectiveness are:

- Short planned phases combined with delays imposed by regulatory and administrative processes.
- Sub-optimal project selection process in Lebanon, partly because of the role of the Project Management Committee (PMC) and partly because of delays in producing the "long list" of suitable projects.
- The challenge of small scale municipal works and the associated high labour intensity target in Jordan.

Impact

There is positive short-term contribution on the livelihood support and social stability objectives. The longer term impact would be through changes in policy and their improved implementation. Relevant policy aspects are improvements on work permits and a pro-employment strategy incorporating the role of employment intensive infrastructure works. Improved assets also have long-term impacts but their nature and magnitude depend on the types of assets created and their sustainability through maintenance. There are also indirect and induced impacts arising from the expenditure on projects. The indirect impacts arising from the inputs purchased for the EIIP have been estimated by a study of selected LP-I+II projects to add 18 per cent to the direct employment generated. There are no studies of the induced employment impact but a high proportion of the wages of locally recruited participants have economic and employment impacts in project localities.

An issue which needs investigation is whether participants working longer would accumulate sufficient earnings to invest in training, assets or enterprise and improve their longer term livelihood prospects. There is insufficient analysis of evidence to support this proposition.

Effectiveness of management arrangements

The management systems, including M&E, have evolved into sound systems in both the countries. The evaluation has identified a number of areas in which there would be benefit from mutual learning which are summarised below under lessons to be learned and recommendations. An issue of concern raised by the donor is the share of programme overhead costs in the budget in Lebanon. Contributory factors are the form

of the ILO / UNDP collaboration in which implementation of some projects and the related budget are transferred to UNDP with no cost saving synergies from the collaboration.

The roles and responsibilities between the programmes and government ministries are clear but there are concerns with respect to the manner in which they function. In Jordan the JORISS process for approval of all international aid causes delays. In Lebanon, the requirement for approval of projects by the PMC delays and constrains the selection of projects. Communication effectiveness between the programmes, the ILO Regional Office and the technical department (EMP/INVEST) continue to be effective. ILO ROAS and ILO Headquarters have been sensitive to the concerns of the donor about programme overheads and have reduced them from the standard 13 per cent to 10 per cent.

Sustainability

The two dimensions of sustainability are preservation of improved assets and improved livelihood of participants. Maintenance of improved assets requires: (a) sufficient financial provision; (b) development of capabilities, and (c) institutional arrangements and incentives to operationalise the maintenance arrangements. In Lebanon, for each ILO implemented project, there is a final inspection and project handover document which includes an undertaking by the municipality to provide sufficient funds and maintain the asset and meet any operating expenses. In Jordan MPWH has adopted performance based management contracts introduced by EIIP for road maintenance under JP-II and has established routine maintenance teams for highways. Whether MPWH has the resources to operate on the same scale in Irbid and Mafraq as the EIIP in JP-II is not known. Such adoption with adequate resources is the key to achieving sustainability.

The issue of sustainability of livelihoods is a major challenge which requires external links to support the livelihood improvement strategies of participants post-EIIP employment. Tracer studies of participants who have worked for varying lengths on EIIP projects would provide insights on whether employment of longer duration on the EIIPs would improve longer term livelihood prospects.

Conclusions

Three positive areas of note with respect to objective (a) in addition to achieving the employment generation targets are: (i) the success in securing the participation of women and the initiatives in both countries to secure and increase participation; (ii) the access to employment provided for PwDs in Jordan, and (iii) introducing decent employment practices in sectors in which traditionally there are deficits in this respect.

On the creation or maintenance of assets (objective (b)), the works in JP-II and ILO implemented projects in LP-I+II are well supervised and completed to good standards. The relatively high cost of supervision and management to ensure good quality asset creation and compliance with decent work conditions is a feature which differentiates EIIP from other forms of CfW. The compensating benefits are the value added of the productive work in asset creation and maintenance and the potential for adoption on a larger scale.

Stipulation of very high labour intensities, 80 per cent for municipal community works in JP-III, has led to some activities such as refuse clearance which do not fulfil the criterion of combining employment generation with asset creation or maintenance. For JP-IV, the “target” labour intensities of 85 per cent for municipal community works and 45 per cent for work on roads will severely constrain asset creation. On municipal works, the idea being considered by the Jordan EIIP CTA of competitive bidding has much merit. Municipalities should be guided to propose projects of value to the municipality which would require flexibility with respect labour intensity.

An issue related to asset creation is the need for commitment to maintenance of the improved assets. In Lebanon, at project handover to the municipality, an agreement is signed that the municipality will undertake to maintain the asset. This is a good model though it would have to be adapted for maintenance projects as a planned transition to the relevant agency taking it over.

Objective (c) addresses the sustainability of the employment intensive approach built on strengthened institutional and technical capacities and policy influencing during the programme. This is a particularly challenging objective in Jordan and Lebanon because of the crisis situation and the relatively high cost of labour. In the short-term the approach of continuing engaging with national and local government and

external agencies to promote expansion and policy change is a sound one. In the longer run advocacy for LRBT to be a component in a pro-employment national strategy could be the goal.

Objective (d) employability and livelihood improvement for participants beyond programme employment, has two dimensions. The first is the regularisation of the status of Syrian refugees through the issue of work permits and the second is improving livelihood prospects for Syrians and hosts beyond project employment. On the first, despite creditable efforts in both the countries on the part of the EIIP teams and ILO ROAS, the challenge remains. On the second, aspects to be addressed are: (a) investigation of whether providing longer duration of work would improve longer-term livelihood prospects of participants, or (b) engaging with other national and international agencies which support the poor and vulnerable to improve their prospects.

Lessons to be learned and recommendations

Some mutual lessons to be learnt between the programmes, in addition to those outlined in the main recommendations below are: (a) in recruiting workers, adoption of the transparent worker recruitment process for municipal works in Jordan, on all projects in Jordan and Lebanon; (b) in dealing with participants' and non-participants grievances and concerns, combining features of the approaches of the EIIPs in the two countries to produce a robust "voice" mechanism; (c) adoption in Jordan of the practice of technically qualified safeguard officers in Lebanon who combine the safeguard and work supervision functions on site; (d) standardising bi-annual programme and end of project reports modelled on practice in Lebanon for both EIIPs; (e) standardising workers' and "do no harm surveys modelled on practice in Jordan for both EIIPs, and (f) explore feasibility of introducing electronic payment, following the Jordan example but adapted to the Lebanese conditions and contractor operation.

The main recommendations are:

1. Future phases to be of 2 to 2.5 years with a 6 month overlap between phases to better plan over 2 annual cycles and to prepare and absorb delays ***(Stakeholders roles - donor as the key decision maker, ILO ROAS and EIIP teams to make the case.)*** (Jordan and Lebanon EIIPs)
2. Prepare strategy papers to review sector and project type scope to widen portfolio to include a range of asset creation and maintenance activities and influence policy. ***(Stakeholder roles - EIIP teams responsible, ILO ROAS and EMP/INVEST to advise and support.)*** (Jordan and Lebanon EIIPs)
3. Standardise project proposal and results matrix format and content. ***(Stakeholder roles - EIIP teams jointly responsible, ILO ROAS and EMP/INVEST to advise and support.)*** (Jordan and Lebanon EIIPs)
4. Develop low-cost integrated management information systems (MIS) for the teams to share the data for monitoring and reporting externally. ***(Stakeholder roles - EIIP teams jointly to develop the MIS but to adapt for use separately on each EIIP, ILO ROAS and EMP/INVEST to advise and support.)*** (Jordan and Lebanon EIIPs)
5. Conduct tracer studies of participants (high and low number of days of EIIP employment) to assess the potential of longer-term livelihood improvement through longer EIIP employment ***(Stakeholder roles - EIIP teams' responsibility, ILO ROAS and EMP/INVEST to advise and support.)*** (Jordan and Lebanon EIIPs)
6. ILO to review with the donor the rationale for the high labour intensities stipulations in Jordan and make the case for the same labour intensity stipulation as in Lebanon. ***(Stakeholder roles - donor as the key decision maker, the EIIP team and ILO ROAS to make the case.)*** (Jordan EIIP)
7. Explore feasibility of competition between municipalities to put forward projects to improve the quality of projects and incorporate commitment to maintenance in the selection process. ***(Stakeholder roles - EIIP teams' responsibility, ILO ROAS and EMP/INVEST to advise and support. Engagement with relevant parts of the government and local administrations as potential partners.)*** (Jordan and Lebanon EIIPs)
8. Modify PMC's role in project selection to set the criteria for selection and to leave the project selection to the EIIP team based on technical, project value and geographical distribution criteria ***(Stakeholder roles - joint decision of the government, donor, ILO ROAS and EIIP team.)*** (Lebanon EIIP)
9. Develop an alternative to the current ILO / UNDP collaboration form for the EIIP. The decision to not retain the form of collaboration has been taken for future phases since the evaluation mission. ***(Stakeholder roles - joint decision of the donor and ILO ROAS.)*** (Lebanon EIIP)

1. Background and Project Description

The BMZ / KfW financed Employment Intensive Infrastructure Programmes (EIIPs) in Jordan and Lebanon in the last four years are responses to: (a) the humanitarian crisis facing the large number of Syrians who have sought refuge in the two countries from conflict in their homeland which started in 2011, and (b) the economic and social pressures and distress they have caused in the two host countries and communities which have received high numbers of displaced Syrians. The amount committed by BMZ/KfW to the EIIPs being evaluated is €60,945,000 (about USD68,838,287). The core activities of the EIIPs in Jordan and Lebanon aim to combine the twin objectives of providing decent work for Syrian refugees and vulnerable host community members and the creation, rehabilitation or preservation of productive or local amenity infrastructure assets through Local Resource-Based Technology (LRBT) and decent work strategies.

Figure 1: Lebanon and Jordan EIIP Clusters: December 2016 - December 2020

| Lebanon | | Jordan | | |
|--|---|---|--|---|
| LBN/16/03/DEU (Phase I+II) (USD12,680,467) <i>Rural roads, water cisterns, irrigation, markets, etc.</i> Planned: Dec 2016 - Feb 2018 <i>Extensions to September 2020</i> | | | | |
| | LBN/18/01/DEU (Phase III) (USD15,927,189) <i>Municipal community works - similar to LP-I+II.</i> Planned: Dec 2018 - Jun 2020 | JOR/16/01/MUL (Phase II) (USD11,792,453) <i>Rural roads rehab and maintenance, agricultural, municipal, school maintenance</i> Planned: Nov 2017 - Jan 2019 <i>Extensions, initially to April 2019, then to Dec 2019</i> | JOR/17/08/DEU (Phase III) (USD5,685,050) <i>Municipal community works</i> Planned: Nov 2018 - Dec 2019 | JOR/18/05/DEU (Phase IV) (USD22,753,128) <i>Road maintenance, municipal community works</i> Planned: Dec 2018 - Sept 2020 |
| | Extension to Dec 2020 | | Extension to April 2020 | |

This is an independent cluster evaluation of the EIIPs which are being implemented in phases in the two countries. Phase II in Jordan (JP-II) and Phase I+II in Lebanon (LP-I+II) are due for completion in December 2019 while the remaining phases (JP-III and JP-IV in Jordan and LP-III in Lebanon) are continuing. Therefore, the cluster evaluation is in effect the final evaluation for JP-II and LP-I+II and a mid-term evaluation for the continuing phases. The advantages offered by the cluster evaluation are: (a) the lessons to be learnt from the comparison of the phases within the countries and between the programmes in the two countries, and (b) the efficiency gains from undertaking a single evaluation compared with evaluations of programmes and phases separately. For clarity and consistency on terminology, the two EIIPs are referred to as “programmes” which operate in “phases” in this evaluation. The works executed in the programmes and phases are referred to as projects.

Figure 1 shows the dates of operation of the phases of the two country programmes, their budgets and broadly the types of works undertaken. Phase I+II in Lebanon was initially proposed as a 12 month project expected to end in February 2018. With some no cost extensions approved by the donor, it is due to end in September 2020. The latest extension of the phase was in December 2019. Funding for Phase III in Lebanon

was approved in December 2018. The financing agreement² shows 18th December 2018 as the start date and 17th June 2020 as the end date. With an approved no cost extension of 6 months, the project is due to end in December 2020.

In Jordan Phase II was initially scheduled to be completed in 15 months. It was extended to April 2019 and the final report was submitted in May 2019³ but works continued until December 2019. The last extension was because of unspent funds resulting from exchange rate movements. JO-III was planned for 14 months and extended to 18 months. JP-IV is planned to be 22 months.

2 Purpose of the evaluation and status of objectives

The key aims of this evaluation are to “assess the progress towards the results, identify the main difficulties/constraints, and formulate lessons learned and practical recommendations to improve programme implementation for ongoing and potentially new phases.”⁴ In ILO evaluation practice cluster evaluation is a relatively new approach for which detailed guidelines are in preparation. Nevertheless cluster evaluations are encouraged in the ILO as being consistent with the recently endorsed orientation of evaluation as an instrument for learning. The cluster approach is a thematic evaluation where clustering is by theme or geographic focus. A qualifying criterion is that the evaluation: “(a) applies a scope, purpose and methodologies comparable to what would be used for an individual evaluation”.⁵

This cluster evaluation has a thematic as well as a geographic dimension. The theme is the application of the EIIP approach to provide livelihood support through work in asset creation and preservation for refugees and host communities. There is further elaboration of the EIIP theme and its relevance in the crisis context later in this section. Including two country clusters in the evaluation is cost-effective and capable of delivering higher value for stakeholders by: (a) providing lessons from the comparison of aspects of governance, strategy and operations of the programmes in the two countries, and (b) assessing the extent to which lessons of good practice in one country are transferable to the other. In addition inclusion of completed or near completion and continuing phases has enabled evaluation of the extent to which the benefits of the experience and lessons from earlier phases have transferred to later phases for the stakeholders.

The immediate beneficiaries of the evaluation will be the project teams, the relevant technical and executive units in the ILO, the UNDP as the partner institution of the ILO in Lebanon, the donor and the national partners (policy making and projects implementing ministries and agencies⁶). The indirect, but nevertheless among the most important beneficiaries, will be the people benefiting from: (a) employment on the projects, and (b) the outputs of the projects in the form of the assets created, improved or maintained.

Some fundamentals of the employment intensive investment approach of the ILO, which distinguishes it from other initiatives to support the poor and vulnerable through cash transfer in return for work as a condition (commonly known as Cash for Work or CfW),⁷ are briefly described before examining the objectives of the EIIPs being evaluated. The EIIP approach has been described as employment intensive investments which “link infrastructure development with employment creation, poverty reduction and local economic and social

² *Employment Intensive Infrastructure Programme in Lebanon - Phase III - Financing Agreement and Project Document.*

³ EIIP Jordan Team (2019b).

⁴ See the Terms of Reference (TOR) for the evaluation (Appendix A).

⁵ ILO (2017) *ILO policy guidelines for evaluation: Principles, rationale, planning and managing for evaluations*, 3rd edition (p22). Other conditions are that there is donor consent for the use of a cluster evaluation, necessary approval within the ILO has been obtained and the budget is over USD1 million. These conditions are met for this evaluation.

⁶ The distinction between policy and implementing ministries is explained in the next section.

⁷ If cash for work (CfW) is used as a generic term, EIIP is in effect a form of CfW in which the work requirement is structured and productive.

development.”⁸ In practice it encompasses maintenance of existing or improved assets to protect their value and maintain the quality of the service they provide.

The EIIP approach is complemented by the decent work agenda and while the infrastructure investment provides short-term employment, there is a focus on sustainability of the assets and livelihoods through: (a) the contribution of improved assets to better livelihoods; (b) generating longer term employment in maintaining created or improved assets, and (c) influencing policy and institutionalising the employment intensive approach to contribute to a pro-employment development strategy.

Reference has been made to the need for further development of the EIIP approach to EIIP+ or EIIP++ to encompass activities to improve employment prospects of participants through training unrelated to work on the EIIP and support for seeking employment after participation in the EIIP. This is a response to EIIP employment being short-term and as a consequence the effects of the employment on the livelihoods of participants and their households being short-lived.

The concern with extending the scope of EIIPs into initiatives for longer term employment generation and livelihood support is that it would take the scope beyond the technical and professional expertise and remit of EMP/INVEST. The Decent Work agenda and influencing policy are integral parts of the EIIP approach and therefore incorporate the “+” elements. For initiatives to improve longer term employment prospects, which has been referred to as EIIP++, the appropriate strategy is for EIIPs to develop linkages within the ILO and with other national and international agencies which have remits to develop skills for improving employability and supporting employment search and entrepreneurship.

The EIIP approach context and results based management (RBM) adopted by the ILO⁹ is used here to comment on the results matrices of phases of the two EIIPs¹⁰ and to articulate the key objectives and processes for the purpose of this evaluation. For a conventional production process, labour would be an input in the RBM framework, but it is not included as an input in Table 1 since creating employment is an output of the programmes. The activities are the operations and management processes which convert the inputs into outputs.

Four types of outputs have been identified in the results matrices, though there are differences between the programmes and phases on the specifics of the outputs and there is some ambiguity on whether one of them (“institutional strengthening and capacity building”) in its entirety is an output or required for efficient implementation (see later in this section for further explanation). The two outputs on which there is no ambiguity (see Table 1 and Appendix B) are decent employment creation, and new or improved assets. All phases include these two output types and targets for them.

The programmes use three indicators of employment generated, the total number of worker days, the total number of workers employed and the total number of jobs (i.e. number of persons employed for a minimum of 40 days in a year). The number of worker days is the most widely accepted and flexible measure of the amount of employment created. It allows for flexibility on the part of participants and employers. Some participants may leave after a short duration either because the work does not suit them or they have found other preferred work, while others may prefer to work longer if the project offers such an opportunity. Employers can release workers who are not suited or unwilling to work or retain good workers for longer periods.

⁸ <https://www.ilo.org/global/topics/employment-intensive-investment/lang--en/index.htm>

⁹ ILO (2011).

¹⁰ Appendix B provides further detailed comments on the matrices and the extent to which they differ from each other.

The number of jobs is an indicator required by the donor.¹¹ It has the advantage of enumerating the number of persons and their households who benefit from a minimum of 40 days of employment. The targets for this indicator have been overambitious in both countries and understate the employment generated by the programmes and have some implications for the design, efficiency and effectiveness which are considered in section 4 (under “Validity of design” and “Efficiency”).¹² In practice an accommodation has been reached whereby all three measures of employment generated are being used and downward adjustments have been made to the jobs created targets. The total number of persons employed for any length of time is the least meaningful indicator since it treats a person who worked half a day the same as a person who worked for 50 days. The other employment related indicators address inclusion (the proportion of women and persons with disabilities (PwD)) and decent work conditions (occupational safety and health, social security and occupational injuries insurance).

Table 1: The RBM model and the results matrices of the Jordan and Lebanon EIIPs and phases

| RBM model elements | Explanation | Summarised from Jordan and Lebanon EIIP results matrices |
|--------------------|--|---|
| Inputs ↓ | <i>Human and financial resources.</i> | <i>Finance, expertise (including management and administration).</i> |
| Activities ↓ | <i>Processes and actions which convert inputs into outputs.</i> | <i>Programme and project planning, implementation, monitoring, supervision and management.</i> |
| Outputs ↓ | <i>The products, assets or services resulting from the activities.</i> | <i>(a) Short-term decent inclusive employment (minimum % participation of women and PwD); (b) new or improved assets; (c) strengthened institutional and technical capacities, and (d) employability for participants beyond short-term programme employment.</i> |
| Outcomes ↓ | <i>Expected effects of the outputs.</i> | <i>Contribution to the improvement of the livelihoods of Syrian refugees and members of the host communities through increased employment and improved assets.</i> |
| Impacts | <i>Long-term or higher level likely or actual effects.</i> | <i>Contribution to improving the resilience of host communities and reduction of tensions between the refugees and host communities.</i> |

Indicators for asset creation or improvement are specific to the types of assets and their treatment. There is some ambiguity about the institutional strengthening and capacity building outputs. The output indicators include provision of training to contractors and government officials. To the extent that training is required for the effective implementation of projects, it is better categorised as an activity. Training and other activities such as influencing policy have the potential to extend the application of the employment intensive approach to other projects and to sustain it beyond the programmes and therefore relate to output (c) in Table 1, “strengthened institutional and technical capacities for implementing the employment intensive

¹¹ See BMZ (2019). This indicator and related targets do not appear in the original results matrices because they were introduced some months after the inception of the programmes.

¹² When the indicator was initially introduced, overambitious targets were set on the assumption that the number of jobs requirement could be met by the average number of days of work provided per person employed being 40. The actual requirement was that a person could be considered to have been given a job if he or she was employed for 40 days or more.

approach". However, this role of training is not clearly distinguished from its contribution to the effective implementation of project activities in the results matrix or project documents, and such a distinction is difficult to make. The related aspect of influencing policy and other agencies is not specifically mentioned in the results matrices of the EIIP phases in Jordan, though there have been some activities in this area which are referred to under "Efficiency" in section 4. They are included in the results matrices in Lebanon.

Employability beyond employment on the programmes (output (d) in Table 1) has a number of dimensions and has been treated differently in the design of the two programmes and their phases. The dimensions are: (a) the status of Syrians as workers related to work permits to improve their access to the labour market; (b) the potential of improved livelihoods resulting from the skills developed and incomes earned on the programme, and (c) initiatives to improve access to training and employment opportunities. The results matrices of all phases address the work permit dimension of employability, though JP-III does this rather marginally as a training activity for municipal and Ministry of Labour (MoL) staff.

The potential of improved livelihoods after project employment is stated as the programme objective, outcome or impact in the RBM terminology. Strictly applying the RBM framework the outcome of the increased employment is increased income for households in the short term with the longer term programme objective (or impact) resulting from any benefits from the improved infrastructure and any livelihood impacts of project employment. The third dimension of employability, initiatives to improve access to training and employment opportunities, is included in the JP-II results matrix with some apparently ambitious targets, but not in the matrices of the other phases. It is strictly speaking not a core EIIP activity as noted earlier in this section in relation to the concepts of EIIP+ and EIIP++. However there is a case for EIIPs to develop links within the ILO and beyond (with national and international entities) who could support participants in improving their longer-term livelihood prospects, as noted earlier.

Based on the above appraisal of the results matrices, the following objectives to be used in this evaluation have been distilled:¹³

- (a) Short-term decent employment creation with requirements for balance between refugee and host community participation, inclusion (per cent of women and disabled persons participating).
- (b) Improvement or preservation of infrastructure and other public assets including municipal and environmental.
- (c) Strengthened institutional and technical capacities and policy influencing for extending the employment intensive approach beyond the EIIPs.
- (d) Employability and livelihood improvement for participants beyond short-term programme employment.

3. Evaluation Methodology and Evaluation Questions

Given the cluster nature of the evaluation and evaluation questions, the methodology adopted is qualitative comparative appraisal supported by quantitative measures and indicators. The approach and the specific aspects to be included in the investigation have been based on the initial desk review of project documents, other documents, discussions with the Evaluation Manager and the EIIP CTAs and have taken on board the areas of importance in the TOR highlighted by the project teams and other stakeholders including the donor. Specific questions and issues under each standard OECD/DAC evaluation criterion (relevance and strategic fit; validity of design; efficiency; effectiveness; impact; effectiveness of management arrangements, and sustainability) set out in the TOR (see "4. Evaluation criteria and questions" in Appendix A) were used to frame the methodology which was set out in the Inception Report. The evaluation frame in the Inception Report has been reproduced as Appendix C with the small amendment of coding the specific questions with letters and numbers (for example, RS1 for the specific question 1 under "Relevance and strategic fit").

¹³ These have been elaborated from their initial forms in Table 1.

The evaluation frame has been used to: (a) identify the evidence required and the documents, organisations and individuals as sources, and (b) structuring the relatively complex cluster evaluation with interdependencies between questions posed under the main criteria. In Appendix C the first column lists the main criteria and the specific questions under them as sub-criteria. The second column comments on the sub-criteria where necessary, the data sources identified and the types of organisations and individuals to be consulted for information and perspectives. The types of organisations and persons to be consulted were colour coded for aiding the development of the schedule of questions for each organisation and person.

The types of organisations and individuals are: (a) members of the EIIP project teams; (b) representatives of KfW; (c) ILO ROAS staff; (d) government ministries and municipalities as partners in implementing EIIP projects; (e) government policy ministries; (f) representatives of other projects of relevance (for example, those offering CfW or with experience or interest in the EIIP approach); (g) private sector contractors, and (h) workers on projects and other beneficiaries. The distinction between implementing and policy ministries and agencies is that the latter make and implement policies which affect the establishment and functioning of the EIIPs, for example ministries of labour which formulate and implement national employment strategy and regulations related to foreign workers. Public works departments and municipalities which partner the EIIPs are implementing ministries and agencies. Multiple sources of evidence used in the evaluation include: (a) a desk review of more than 60 documents (see Appendix D); (b) information on the operation and performance of the two EIIPs from programme records; (c) interviews of a total of over 100 persons (see Appendix E), and (d) visits to 12 project locations between the two countries (see Appendices F and G which show the project locations visited and the schedule of meetings in Jordan and Lebanon respectively).

The complementarities and overlaps between some of the specific questions under the evaluation criteria contribute to the complexity of the evaluation. Examples are: (a) short and overlapping phases; (b) sustainability aspects; (c) inclusion of women and persons with disabilities (PwDs); (d) programme governance, and (e) the modes of execution and their implications for performance. Short overlapping phases are aspects of design which have implications for efficiency and management. On programme governance and modes of execution and their implications for performance there are distinct differences between Jordan and Lebanon. On governance, an important difference is that in Jordan the ILO is the sole international implementing agency while in Lebanon it is in partnership with the UNDP. On mode of execution, in Lebanon all works are executed by contractors, procured and supervised by the EIIP ILO and UNDP teams. In Jordan implementation has been through contractors for roads rehabilitation and maintenance and through implementation agreements with partners (e.g. with municipalities for municipal works). As noted earlier, where there are differences, an advantage of the cluster evaluation approach is to learn mutually beneficial lessons from the differences and good practices.

To deal with the complexity and complementarities, the main issues identified as being of key importance are: (a) objectives, outputs and targets; (b) strategies and structures; (c) short and overlapping phases; (d) governance; (e) management, monitoring and operations; (f) performance - short-term employment and assets; (g) performance - inclusion, and (h) performance - impacts. The number codes for the specific questions and issues under the OECD/DAC criteria in the TOR have been used to map the questions against these main issues (see Table 2). In the table "strategies and structures" refers to coherence between development objectives and strategies for achieving them and the organisational structures. It also encompasses strategic decisions such as operating in a focused area versus more dispersed operations and choice of sectors and partners. Given the importance of performance and its dimensions it has been separated into three categories. Table 2 includes brief descriptors for each specific question with the full questions specified in Appendix C.

Table 2: Mapping specific criteria questions against the main issues

| OECD/DAC evaluation criteria | Objectives, outputs and targets | Strategies and structures | Short overlapping phases | Governance | Management, monitoring and operations | Performance - short-term employment and assets | Performance - inclusion | Performance - impacts |
|------------------------------|---|---|---|--|---|---|---|---|
| Relevance and strategic fit | <i>RS1 (programme / project fit with situation), RS2 (fit with donor priorities), RS3 (alignment with tripartite constituents), RS4 (fit with ILO global agenda)</i> | | | | | <i>RS1, RS2, RS3, RS4</i> | <i>RS2, RS3, RS4</i> | <i>RS3, RS4</i> |
| Validity of design | <i>D4 (design differences between countries), D9 (whether programme assumptions and targets are realistic), D10 (use of monitoring and evaluation frameworks), D11 (short-term work contracts - management and livelihood implications)</i> | <i>D1 (coherence - strategies, structures, development objectives, outcomes and outputs), D4, D5 (identification / selection processes), D11, D12 (benefits of extending to other locations), D13 (relative effectiveness of shorter / longer phases)</i> | <i>D2 (impact of short overlapping phases), D6 (appropriateness of maintenance focus), D7 (appropriateness of timeframes for project cycle)</i> | <i>D4 (design differences between programmes), D8 (governance and staffing structures)</i> | <i>D2, D4, D10, D11, D12</i> | <i>D3 (successful and unsuccessful activities), D4, D6, D9, D11</i> | <i>D4, D14 (gender inclusion in programme design)</i> | <i>D3, D4, D11</i> |
| Efficiency | <i>EY1 (cost-effectiveness of livelihood support and asset creation), EY2 (synergies and cost sharing), EY6 (efficiency improvement)</i> | <i>EY1, EY2</i> | <i>EY5 (efficiency of short overlapping phases)</i> | <i>EY2, EY4 (ILO / UNDP partnership efficiency), EY7 (coordination between agencies)</i> | <i>EY1, EY6 (efficiency improvement)</i> | <i>EY1, EY6</i> | <i>EY3 (benefits and costs of gender equality)</i> | <i>EY1, EY7 (coordination improvement between agencies)</i> |
| Effectiveness | <i>EF1 (progress on development objective), EF2 (effectiveness / appropriateness of LRBT), EF3 (stakeholder participation in selection - location and activities), EF4 (contribution of outputs and outcomes to mainstreamed ILO</i> | <i>ET1, ET2, ET3, ET5, ET6 (unintended outcomes), ET7, ET8 (selection of municipality partners), ET11 (geographical focus vs dispersed), ET12</i> | | | <i>ET1, ET2, ET3, ET5, ET7, ET8, ET9 (strategies for breaking gender stereotypes), ET10 (strategies for</i> | <i>ET1, ET2, ET3, ET5, ET7, ET8</i> | <i>ET1, ET3, ET5, ET9, ET10</i> | <i>ET1, ET2, ET3, ET5, ET7, ET8</i> |

| OECD/DAC evaluation criteria | Objectives, outputs and targets | Strategies and structures | Short overlapping phases | Governance | Management, monitoring and operations | Performance - short-term employment and assets | Performance - inclusion | Performance - impacts |
|--|---|---|--------------------------|----------------------|---------------------------------------|--|-------------------------|--------------------------------|
| | <i>agenda, ET5 (alternative strategies for achieving objectives), ET7 (efficiency of direct labour in municipal works), ET12 (contribution to peace and conflict prevention)</i> | | | | <i>PwD inclusion)</i> | | | |
| Impact | <i>IM1 (contribution to development objective), IM2 (long term impact through policy change), IM3 (work permit situation Lebanon), IM4 (impacts of longer term worker contracts for livelihood sustainability) , IM5 (indirect and induced impacts)</i> | <i>IM1</i> | | | | <i>IM1</i> | <i>IM2</i> | <i>IM2, IM3, IM4, IM5</i> |
| Effectiveness of management arrangements | <i>EM1 (division of work in programme team), EM4 (effectiveness of monitoring and reporting progress)</i> | <i>EM1, EM2 (division of work and programme responsibilities), EM3 (communication effectiveness - programmes, ILO regional office and technical department)</i> | | <i>EM1, EM2, EM3</i> | <i>EM1, EM2, EM3, EM4</i> | <i>EM1, EM4</i> | <i>EM4</i> | |
| Sustainability | <i>SU1 (sustainability - beyond programmes and livelihood of participants), SU2 (national partners' ownership and commitment), SU3, SU4</i> | <i>SU1, SU2, SU3 (operation and maintenance agreement and resources), SU4 (measures to improve sustainability), SU5 (whether continuation justified)</i> | | | <i>SU2, SU3, SU4</i> | | | <i>SU1, SU2, SU3, SU4, SU5</i> |

4. Findings of the evaluation by OECD/DAC criteria

4.1 Introduction

The interdependences and overlaps between specific questions under the OECD/DAC criteria highlighted in the previous section are important for understanding the performance of the programmes and for deriving lessons for the future. Since more than one stakeholders are involved, relevance and strategic fit (see 4.2) require a degree of congruence between the priorities, objectives and constraints of the stakeholders. Accommodation of these priorities, objectives and constraints have directly and indirectly affected the design, management and operations of the programmes and phases. The design and operations in turn have important implications for efficiency, effectiveness, impact and sustainability. The codes for the specific questions and sub-criteria have been used to show the interdependences and produce a holistic evaluation of the major issues which were identified in “3. Evaluation method and evaluation questions”.

4.2 Relevance and strategic fit

The aim of the EIIPs to combine the objectives of providing decent work for Syrian refugees and vulnerable host community members and the improvement or preservation of assets clearly has relevance for the circumstances created by the influx of refugees in Jordan and Lebanon (**RS1**). Nine years into the Syria crisis, Jordan hosts about 655,000 Syrian refugees.¹⁴ With about 6 per cent of the population of Jordan being refugees, it has the second largest number of refugees per capita. There are six primary programme stakeholders in Jordan.¹⁵ The displaced Syrians and members of the Jordanian host communities, two different categories of stakeholders, are recipients of the benefits from the EIIP intervention. The Jordanian government facing the externally imposed crisis and hence in need of support to address the situation is a key stakeholder. It is also a partner in implementing the EIIP and maker of policies which influence its operations and effectiveness. BMZ / KfW are clearly of central importance as providers of financial assistance without whom there would be no EIIP and the ILO provides the technical assistance and implements the EIIP.

According to UNCHR (2019a)¹⁶ there were 935,154 Syrian refugees in Lebanon in May 2019 but according to government estimates, there are 1.5 million Syrians residing in the country, making it the country with the highest number of refugees per capita in the world. In Lebanon, there are seven primary stakeholders. The displaced Syrians, BMZ / KfW and the ILO as for Jordan but the Lebanese host communities and the Lebanese government entities instead of the Jordanian and the UNDP, which partners the ILO in implementing EIIP projects.

For both countries' governments, the externally imposed crisis has posed severe challenges which have been met with national response plans¹⁷ and very justifiable appeals for external support. The initial Jordan Response Plan (JRP) was initiated following the London Conference, “Supporting Syria and the Region” at which the Jordan Compact was signed in February 2016.¹⁸ The approach of the Response Plan was: (a) a sector by sector plan in collaboration with multilateral and bilateral agencies to deal with the immediate pressures on social amenities and livelihoods of refugees and host communities; (b) seeking external financial

¹⁴ UNHCR (2019b). In both countries refugees are referred to as “population of concern” because they are not signatories to the 1951 Refugee Convention.

¹⁵ These are stakeholders who are either directly affected by the programme or engaged in shaping and implementing the programme. There are “secondary” stakeholders whose interest in and influence on the programme are less direct.

¹⁶ UNHCR (2019a).

¹⁷ Ministry of Planning and International Cooperation (2016) for the Jordan Response Plan and Government of Lebanon and the United Nations (2019) for the Lebanon Response Plan.

¹⁸ The compact brought together international humanitarian and development actors to support Jordan through multi-year development funding and trade concessions in return for Jordan's commitment to improving Syrian refugees' access to education and legal employment. There have been three further conferences, the latest in March 2019 in Brussels.

support to implement the plan, and (c) an inclusive growth strategy based on more open access for exports to the EU. The Lebanon Response Plan is broadly similar on immediate support for the vulnerable Syrian and host populations. However, the government's position on the status of Syrian displaced persons is that their eventual repatriation to Syria is the only viable solution given Lebanon's national economic and social circumstances.

A common issue related to policies and their implementation in both countries, though with differences between them as explained later, is the status of Syrian displaced persons in the labour markets because of obstacles to the granting of work permits to them. Given the large influxes of displaced persons and their implications for the labour markets and the economies of the countries, these positions are understandable. Nevertheless, they pose a challenge to the strategic fit for a programme with the primary aim of providing livelihood support through decent employment to the displaced Syrians.

For the displaced Syrians facing hardships because of lack of adequate income from employment, the additional means of livelihood from decent employment that EIIP offers is highly relevant and important, albeit for short periods. For Jordanian participants, typically unemployed unskilled or semi-skilled persons, the decent employment opportunities offered are relevant and important, not least because of the increased labour market distress as a consequence of the influx. In Lebanon, while unemployment and labour market distress exist, the type of work offered, especially unskilled physical work, has been less preferred. However, the more acute distress as a result of the financial and economic crisis which started in late 2019 is likely to have driven the more vulnerable Lebanese to seek EIIP type work.

These differences are reflected in the respective government policy stances and their implications for the EIIPs. These are developed later but it is noted here that the Jordanian government has a more strongly enforced requirement that 50 per cent of employment on the EIIP should be for Jordanians. In Lebanon, the requirement of equal Lebanese participation has not been enforced. There is a stronger emphasis on the requirements that (a) skilled and semi-skilled work is done by Lebanese nationals, and (b) EIIP employment is directed towards work that creates or improves community assets.

While BMZ / KfW's support for the two programmes can be traced to the London Conference, there is a strong alignment between the rationale of the EIIP approach and German government policy (**RS2**). BMZ has identified displacement and migration as key global challenges,¹⁹ notably the estimated 58 million displaced persons hosted by developing countries. In addition the displacement effects of the Syria crisis into its neighbouring countries is recognised as requiring specific attention. BMZ and KfW consider cash for work (CfW) to be an important mechanism for providing short-term support for displaced persons.

Within the broad CfW category of support a distinction should be made between very labour-intensive projects (for example, simple lighter tasks such as collecting waste) or the work requirement being a token condition and the structured and productive work offered by the EIIPs. BMZ / KfW have shown commitment to the EIIPs as a part of their support for displaced persons through CfW. Typically, employment intensive works are lower on labour-intensity but add greater value in creating or preserving assets. The challenges from the perspective of relevance and strategic fit, are for the EIIPs to demonstrate their differentiation and added value when compared with "light" cash for work.

The EIIPs in Jordan and Lebanon are a part of the portfolio of projects and initiatives under the Employment Intensive Investment Programme (EIIP) delivered through ILO EMP/INVEST.²⁰ EIIP links "infrastructure development with employment creation, poverty reduction and local economic and social development." One of EIIP's offerings is to support governments to generate job opportunities in response to crises.²¹ This

¹⁹ BMZ (2018) and BMZ (n.d.).

²⁰ See section 2 "Purpose of the evaluation and status of objectives" for a brief explanation of the features of EIIP.

²¹ <https://www.ilo.org/global/topics/employment-intensive-investment/themes/emergency-employment/lang-en/index.htm>

offering is well suited to address the circumstances created by the Syrian refugee crisis in Jordan and Lebanon.

A complementary feature in the EIIP is for the employment generated to be decent. Given that EIIP provides short-term employment, the applicable aspects of decent work are delivery of a fair income, equal opportunities and treatment for all, adequate health and safety measures and insurance in the workplace and freedom to express concerns. Decent Work is a Strategic Development Goal (SDG) (GOAL 8: Decent Work and Economic Growth) **(RS4)**.²² While the EIIPs' impacts through the asset creation or maintenance activities on incomes and decent work are short-term, they have the potential to extend the impact through the benefits of the improved assets and influencing the policies and approaches of national and international development partners.

UNDP as a partner of the ILO in the EIIP is a key stakeholder in Lebanon. There was sound logic in the principle underlying the partnership. Since 2013, UNDP²³ has been partnering the Ministry of Social Affairs (MoSA) in implementing the Lebanon Host Communities Support Programme (LHSP) developed under the framework of the UNDP response to the impact of the Syrian crisis in Lebanon (the Lebanon Stabilization and Recovery Programme). LHSP aims to improve livelihoods and service provision for the host communities in the localities with high proportions of Syrian refugees and by doing so contribute to economic and social stability and reduction of tensions and conflict. Through the LHSP and using its knowledge and tools such as the Maps of Risks and Resilience (MRR), Mechanisms for Social Stability (MSS) and the recently developed Maps of Stability and Resilience (MSR), UNDP supports municipalities in prioritising initiatives and projects. Further, BMZ / KfW support the LHSP through financial assistance and encouraged the partnership. Since the EIIP was started later (in 2017), it made sense for the ILO to collaborate with UNDP and benefit from its knowledge, in particular for selecting municipalities and projects and for extending the employment intensive approach beyond the EIIP.

In summary, while there is strong relevance and strategic fit at a broad level, the involvement of a number of stakeholders with different priorities imposes some requirements and constraints on the design, implementation and effectiveness of the programmes and their sustainability: (a) the need to demonstrate the added value proposition of the EIIPs; (b) the short-term nature of employment created and the longer term needs for support; (c) continuing uncertainties about the status of Syrians as workers adversely affecting the decent work dimension, and (d) in Lebanon, ensuring an effective collaboration which uses the core competencies of the ILO and UNDP.

4.3 Validity of design

Coherence between the development objective, module outcomes and outputs is a key initial condition of sound and valid design **(D1)**. Four programme level objectives summarised in "2. Purpose of the evaluation and the status of objectives" are the context for the evaluation of design validity and the remaining criteria. The degree to which they have been delivered or are being delivered depends on the project design and implementation, in turn affected by the priorities and constraints specific to localities and countries.

The management and operations aspects of the design, with some qualifications and highlighting some differences between the two countries (both set out below), are appropriate for the EIIP objectives of: (a) short-term decent employment creation with requirements for balance between refugee and host community participation, inclusion (per cent of women and disabled persons participating), and (b) improvement or preservation of infrastructure and other public assets including municipal and environmental.

²² <https://www.ilo.org/global/topics/sdg-2030/goal-8/lang-en/index.htm>

²³ <https://www.lb.undp.org/content/lebanon/en/home/projects/SupportLebaneseHostCommunities.html> and Mansour and Dib Haj (2018)

The training (of contractors and their staff and the staff of national partners) and supervision, monitoring and support for project implementation built into the design of the EIIPs, are essential for the efficient engagement of labour to fulfil the employment creation objective, the decent employment conditions and quality of the works. This is especially the case since the employment intensive approach is new to Jordan and Lebanon. Further, wage rates are higher than in the countries in which the EIIP approach has been shown to be more cost effective than the use of equipment. It is important therefore that contractors “buy into” and comply with the EIIP approach.

Supervision and support are required for quality assurance of the works as well as compliance with decent work criteria. Proper recording of attendance and work at project sites and their entry into the management information system are important aspects of monitoring and management of payment to participants. Further at times contractors need flexibility to substitute equipment for labour because of the nature of the work and local conditions. For example on the traffic control features project in Ghobeiry in Lebanon, the removal by employment intensive methods of the existing embedded concrete jersey barriers proved to be too difficult and time consuming. EIIP engineers were on hand to monitor the situation and were able to grant the contractor flexibility to use equipment. Another example was excavation works for the road to the water tank in wet weather in Hammana (Lebanon) where equipment was permitted for some works.

The systems for recording attendance, the planning of works and monitoring progress are adapted from systems developed by EIIP ILO over many years of experience. These include: (a) muster rolls for recording attendance at sites; (b) recording data for monitoring employment generated and for organising payments in Jordan and for monitoring payments in Lebanon,²⁴ and (c) templates for planning works and recording and reporting progress (**D10**). The adaptations for the contexts and objectives of the EIIPs in Jordan and Lebanon are to show Syrian and host community workers separately and recording the participation of women and PwDs. The EIIP team structures and functions are also set up well though there are differences between the two country programmes (**D4, D8**) which are highlighted below.²⁵

The organogram of the Lebanon EIIP team in Figure 2 shows the structure of the team for the projects implemented by the ILO. The CTA is responsible for the planning and management of this part of the programme as well as the overall EIIP which is a collaboration between the ILO and UNDP. Figure 2 and the following discussion focus on the ILO implemented part of the programme for clarity of comparison with the Jordan EIIP on detailed design features. Governance as a key element of design, encompassing the ILO / UNDP collaboration in Lebanon, is considered below.

Under the CTA the Senior International EIIP Engineer and the two national labour-based engineers under the Senior Engineer’s supervision are responsible for assessing the suitability of projects for LRBT treatment, design of projects, and oversight and support for projects implemented by contractors. The team of engineers also contributes to the technical aspects of the process of preparing the tender documents for contractors and appraising the bids. In addition the Senior Engineer has a key role as training advisor.

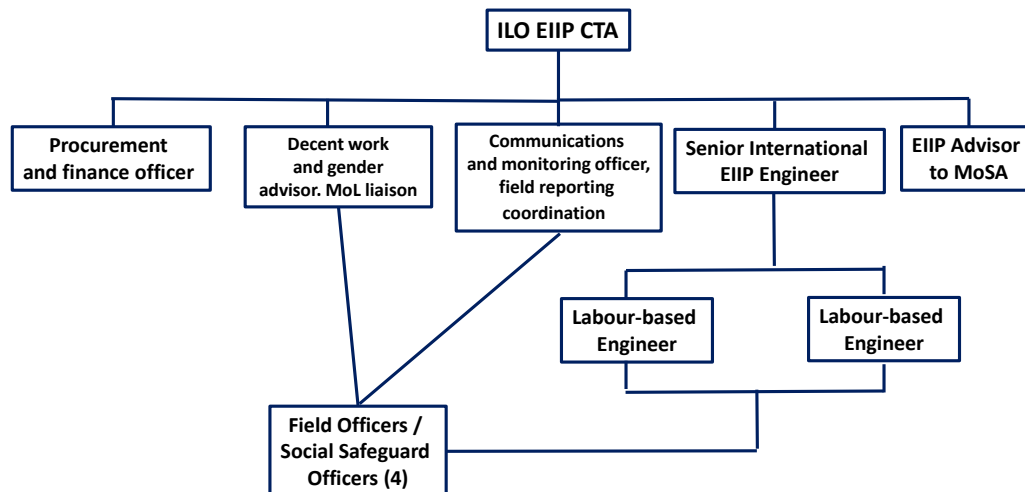
The communications and monitoring officer is responsible for the employment database, reporting and monitoring the employment targets and the commissioning of labour surveys and project impact reports. Until recently he was responsible for the inclusion aspects. A decent work and gender advisor has recently been appointed as part of the initiative under LP-III to increase female participation. The advisors’ role also includes liaison with the Ministry of Labour (MoL) in relation to the employment intensive approach in general and work permits for Syrian refugees in particular. Procurement is clearly an important function for the selection and engagement of contractors and is combined with the finance function in one post.

²⁴ There are differences between Jordan and Lebanon in the organisation of payment to EIIP workers which are explained below.

²⁵ These and other differences in the design of country programmes are considered later in this section.

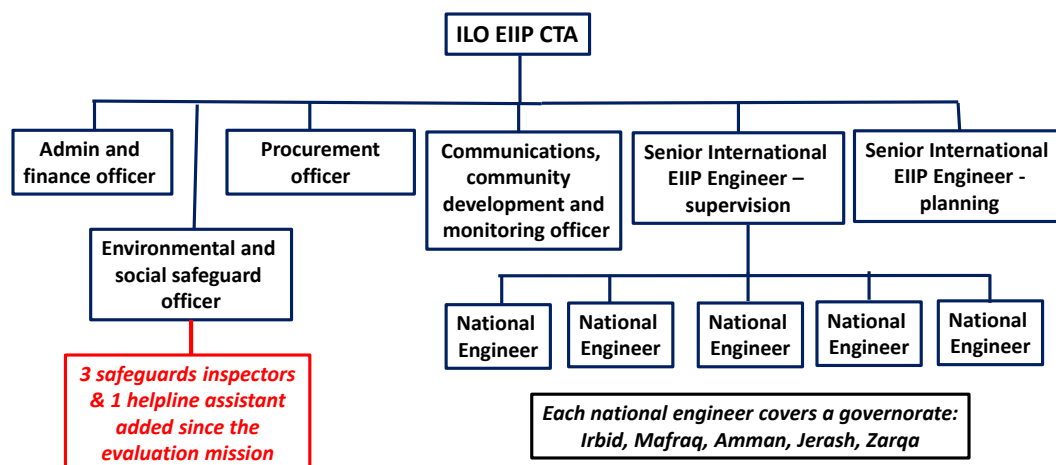
The Field Officers / Social Safeguards Officers (SSOs) have a key role in monitoring and supervision on project sites. They are responsible not only for the environmental and social safeguards and compliance with decent work conditions but they are technically qualified and provide technical oversight and guidance on site. The EIIP Advisor to MoSA has a project coordination role with respect to the project identification process and the Project Management Committee (PMC)²⁶ and influencing policy. As noted above the Lebanon EIIP CTA has overall reporting responsibility for the projects implemented by the UNDP alongside its LHSP programme (see later in this section and “Efficiency” and “Effectiveness” for details and appraisal).

Figure 2: The Lebanon EIIP organizational structure (component implemented by the ILO)



Source: Project documents and interviews with team members

Figure 3: The Jordan EIIP organizational structure



Source: Project documents and interviews with team members

While the basic structure and functions in the two EIIP teams are broadly similar and appropriate for the required supervision and monitoring, there are some significant differences. The larger scale of the programme with more concurrent phases and the larger size of the country explains the larger number of engineers in Jordan. The budgets for JP-II, JP-III and JP-IV amount to USD40,2 million which is just over 58 per cent of the total for all the phases being evaluated in the two countries. Further, about one-third of the programme budgets of the Lebanon phases (about 31 per cent of LP-I+II and about 34 per cent of LP-III) were

²⁶ The role and implications of the PMC are dealt with later under Design validity (when considering governance) and under “Efficiency”, “Effectiveness” and “Effectiveness of management arrangements”.

allocated to UNDP for its EIIP operations under the collaboration. A number of features of project design and differences between Jordan and Lebanon are summarised in Table 3.

Table 3: Summary comparison of programme design features: Jordan and Lebanon EIIPs

| Jordan | Lebanon |
|--|---|
| Features of phases | |
| In JP-II, multiple partners at national level (Ministry of Public Works and Highways (MPWH), Ministry of Agriculture (MoA) and Ministry of Local Administration (MoLA)) on a mix of project types. In JP-III, a single partner (MoLA) at national level and similar project types. Partial reversion to JP-II mode in JP-IV. | Two partners at the national level (Ministry of Social Affairs (MoSA) and Ministry of Labour (MoL)) in both phases (LP-I+II and LP-III) but a variety of urban and rural project types at municipality level. |
| A mix of working through contractors and direct labour in JP-II. Direct labour only in JP-III. Partial reversion to the JP-II mode in JP-IV. | All projects through contractors. |
| In JP-II, labour intensity (labour cost as % of project implementation cost) varied between 32% and 80%. The average was 58%. In JP-III the labour intensity is uniformly close to 80% because of project types. A high proportion of the work under JP-II is consistent with the EIIP model. Some activities under JP-III (e.g. refuse clearing) are close to Cash for Work (CfW) with limited added value in the form of asset creation or preservation. | In LP-I+II labour intensity for completed projects ranges between 28% ²⁷ and 57% (weighted average 41%). In LP-III given the selected project types, the intensities are likely to be in a similar range. The labour intensities are consistent with EIIPs fulfilling the twin roles of employment generation and asset creation. With multiple objectives, labour intensity by itself is not a sufficient indicator of performance (see “Efficiency” below). |
| Recruitment and payment method for workers | |
| During JP-III, number of applicants generally exceeds the number of workers required for municipal works. There is a transparent process of balloting to select workers from applicants. For projects through contractors, the process was similar to that in Lebanon. | Contractors are responsible for recruiting workers. On some projects contractors advertise project employment opportunities and seek municipality assistance to recruit transparently. On others, contractors approach community members directly and the recruitment process is more opaque. |
| Electronic payment directly into the accounts of workers, for those employed directly and those employed by contractors (JP-II). | Workers paid on site by contractors. Project staff supervise. If feasible, direct electronic transfers would offer some advantages. |
| The role of safeguard officers and dealing with grievances | |
| There is now a helpline open to EIIP workers and others and a process for dealing with complaints and inquiries. The safeguard officer is being supported by a recently appointed helpline assistant and three safeguards inspectors. | There is a complaints procedure and a complaints form for project workers. The SSOs make workers aware of the process and the form and also deal with issues on site. There is no helpline for non-workers. The SSOs are technically qualified and provide supervision and technical oversight at sites. |
| Governance | |
| EIIP is the sole responsibility of the ILO. The CTA with ILO ROAS and EMP/INVEST support engages directly with national partners on project identification, selection and implementation. | ILO collaborates with UNDP in implementing the programme. There is a good case for collaboration based on complementary strengths. In practice the advantages of the complementarities have not been fully realised (see later in “Validity of design” and “Efficiency” and “Effectiveness”). |

²⁷ The minimum labour intensity agreed with the donor in Lebanon is 35 per cent. The 28 per cent for the water tank in Hammama is because of exceptional circumstances (harsh wet winter weather conditions where equipment had to be used for part of the work) because of delays and the need to include an electrical cable connection with the village for the proper functioning of the water supply.

A feature which is different between the phases is how the labour intensity consideration and the type of partners and the works are related. The labour intensity issue is considered in more detail in relation to the “Efficiency” criterion but it is noted here that the much higher labour intensity of municipal works under Phase III is a consequence of the change in this design aspect (project types and partners) between Phase II and Phase III.

There are lessons here related to clarity on differentiating between EIIP and other CfW approaches. An important aspect of note is that initiating higher labour intensity maintenance activities for the preservation of assets is a legitimate part of EIIPs but for sustainability a commitment is required from the national or local partner to continue the maintenance beyond the programme intervention (**D6**). Conducting routine municipal activities such as refuse collection is not normally part of EIIP. This raises the issue of criteria and conditions for the selection of municipal partners especially in Jordan, which are considered in relation to **ET7** and **ET8** under “Effectiveness”.

In LPI+II in Lebanon, all project partners are municipalities but the projects are implemented through contractors. The type of projects have varied widely between urban municipal works such as a traffic management scheme, street and sidewalk improvements, rural roads and irrigation works. The nature of partners, mode of operation and range of project types are similar in Phase III, though water resource management projects are excluded because BMZ / KfW is supporting the work of UNICEF²⁸ and has been working with UNDP in this sector.

Another difference of note is more phases running concurrently in Jordan than in Lebanon (**D13**). Concurrent phases planned to be of short duration have adverse implications for efficiency and effectiveness of project implementation and lead to project extensions and act as constraints on achieving the EIIP objectives. This aspect is revisited under “Efficiency” and “Effectiveness”.

Method of payment for workers also differs between Jordan and Lebanon. In Jordan the method of payment is electronic. Since September 2018, all EIIP workers have been issued ATM cards and informed by SMS to collect their wages from the nearest ATM. Setting the system up and obtaining agreement from MPWH as the partner for maintenance contracts took some effort. Before September 2018 there were issues related to the difference between the treatment of Jordanian workers who were issued ATM cards and Syrians for whom UNHCR iris scans were used by banks. The payment to workers is managed directly by the EIIP in Jordan relieving contractors of the administrative chore and ensuring correct and timely payment directly to the workers. In Lebanon contractors are responsible for paying the workers and are required to make payments on site in cash. EIIP project staff (typically the SSOs) are present at the time of payment.

There are good reasons to explore the electronic payment option for the Lebanon EIIP. The advantages of electronic payment are lower transaction costs if the bank charges are realistic, greater transparency and accuracy of records of payment, safety (no need to physically transport cash requiring security protection and risking robbery), direct payment to the registered workers with low risk of abuse and no need for EIIP staff to be present at every payment event. Electronic payment could be by contractors to avoid loading the administrative burden on the EIIP team and for a more sustainable solution.

Another important difference is in the selection of workers. Transparency in the recruitment process is important since demand for work (by Syrians in both countries and by Jordanians) typically exceeds the project employment on offer. In Jordan during Phase III on which workers are employed directly (i.e. not by contractors), the procedure is to widely advertise the work opportunities and the recruitment process. Where the number of applicants exceeds the amount of employment on offer, an open ballot is held to select the workers. On municipal projects during Phase III in Jordan, the 40 day limit on employment is more strictly adhered to than on projects implemented in Lebanon. In some cases, the initial ballots select the next batch of workers. While the 40 days limit constrains the amount of employment and earnings from the programme

²⁸ The ILO EIIP team has provided training in LRBT for UNICEF staff (see **EY2** under “Efficiency”).

for each worker, it enables projects to provide work and income for more persons. It is also recognised in Jordan that it would not be appropriate to impose the 40 days limit on contractors.

For contractor operation in Lebanon an open and transparent process of recruitment is more difficult to implement in full since contractors are responsible for recruiting workers.²⁹ Evidence from specific projects is variable. On some projects there is evidence of contractors widely advertising project employment opportunities through municipalities and other avenues including social media. In other cases, contractors approach some community members directly which is likely to limit the amount of open publicity projects receive. There were no examples among the contractors interviewed of open ballots to select workers. Contractors prefer to select workers which clearly restrict the transparency of the recruitment process. Contractors interviewed also stated that they prefer to retain good workers beyond 40 days if the project lasts longer and even take good workers from one project to another. A related aspect is the pros and cons of shorter versus longer worker contracts from the management and livelihood support perspectives (**D11**). The management aspect is addressed under “Effectiveness of management arrangements” and the livelihood support aspect under “Impact”.

But the excess of persons seeking work over the numbers required for projects does not always apply to women. Therefore approaches to encouraging participation by women to meet the targets have been required. The design of later phases in both the countries include further initiatives to increase women’s participation in both the programmes (see **EY3** under “Efficiency” and **ET9** under “Effectiveness”).

An issue related to recruitment of workers, working conditions and decent work is the presence and nature of grievance mechanisms to give “voice” to workers and those who feel excluded (for example because they have not been selected to participate). Freedom of association and right to collective bargaining along with “voice” at work are aspects of decent work. For short term employment, collective bargaining and freedom of association, though not excluded, are of limited relevance, though voice is important both for those who are employed and those who were seeking work on an EIIP project but were not selected.

In Lebanon a procedure has been set up to give voice to those who work on the programme. The workers are given contracts and SSOs make them aware of the conditions of work and their right to complain about them and other aspects related to work. There is no provision for those who feel excluded which is an issue that needs addressing. In Jordan, there was no mechanism for complaints though the project staff informally addressed any issues workers face.

At the time of the evaluation mission to Jordan in November 2019 there was one environmental and social safeguards officer who had been recently appointed to this post. The officer was responsible for dealing with decent work and environmental issues before he was formally appointed to the current position. For the scale of the programme, just one safeguard officer seemed light, especially in comparison with the Lebanon programme. Following a small number of complaints in late 2019 to the ILO and the German Embassy concerning the recruitment process and payment which were quickly responded to by the EIIP team, an EIIP helpline was set up and is now fully functional. A system for collecting, analysing and acting on the inquiries and complaints is in place. The safeguards element has been significantly strengthened recently through the appointment of 3 safeguards inspectors and a helpline assistant to support the safeguards officer (see Figure 3).

The ambiguous role of Syrian workers on the programmes in both countries has implications for programme design since Syrian project workers do not benefit from statutory social protection while they are employed, for different reasons in Jordan and Lebanon. In Jordan because it takes time for their work permits and social security registration to come through and often it does not come through until after their EIIP work has ended. In Lebanon, the process of granting special work permits has not yet been formalised. The EIIPs include provision for meeting the costs of occupational injuries and related insurance. The issue of work

²⁹ There are likely to be similar problems with contractor operation in Jordan.

permits is related to employability after EIIP employment and is considered further under “Impact” (**IM3**) and “Effectiveness of management arrangements” (**EM2**).

Figure 4: Jordan EIIP governance structure

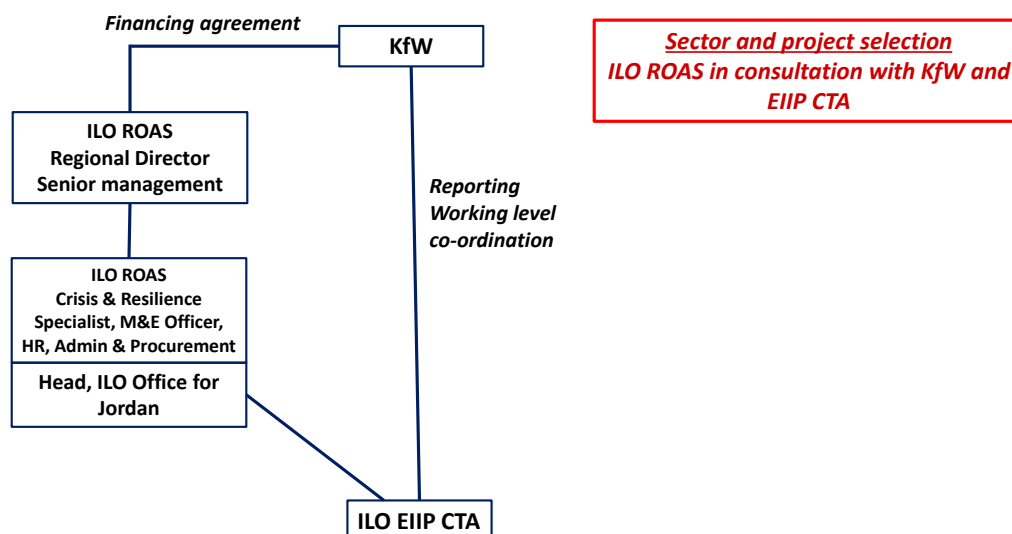
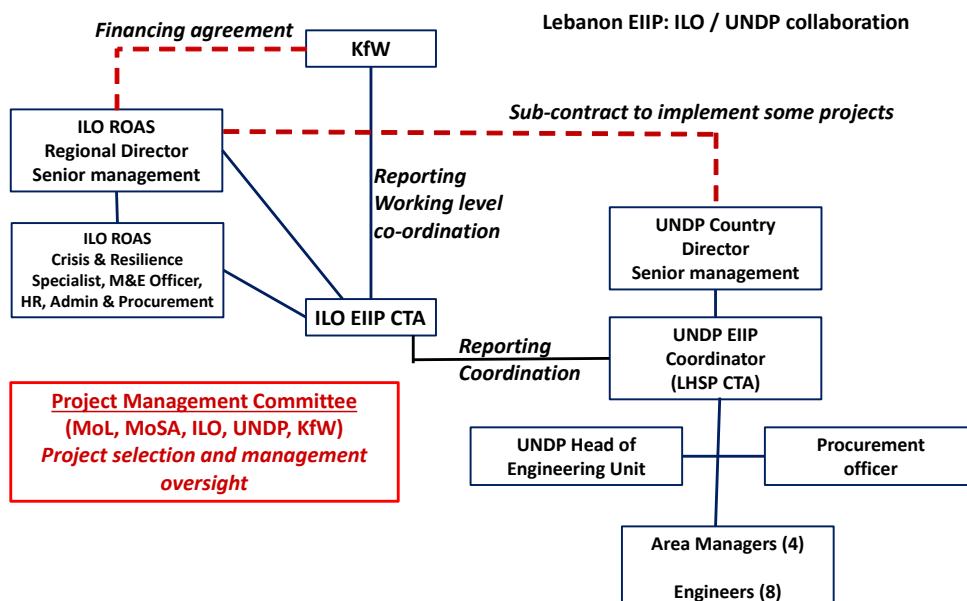


Figure 5: Lebanon EIIP governance³⁰



There is an important difference in governance between the programmes in Jordan and Lebanon (**D4, D9**) as Figure 4 and Figure 5 show. In Jordan the programme is solely the responsibility of the ILO, with the programme CTA directly reporting to the ILO Amman Office Head and Coordinator for the Jordan Decent Work Country Programme and through the Amman Office Head to the Regional Director and Deputy Regional Director at the ILO Regional Office for Arab States (ILO ROAS). ILO ROAS engages with KfW to initiate programme phases and the related financial arrangements and provides oversight and support, approves implementation agreements and expenditure above specified levels. There is a Senior Resilience and Crisis Response Specialist at ILO ROAS who provides technical support. EMP/INVEST at ILO Headquarters acts as

³⁰ The Project Steering Committee comprised of senior staff from MoSA, MoL, UNDP and ILO and meeting annually to guide the project at a strategic level is not included in this figure.

technical backstop. Implementation agreements with national and local partners and project selection are driven by the EIIP team led by the CTA **(D4, D5, D8)**.

In Lebanon the ILO EIIP CTA reports directly to the Regional Director and Deputy Regional Director. However the ILO implements the programme in collaboration with UNDP. It was noted under “Relevance and strategic fit” that there was sound logic in the collaboration. The contract for implementing EIIP is signed by ILO ROAS with KfW. There is a supplementary inter-UN agency agreement between ILO and UNDP to collaborate to bring together their complementary capabilities and know-how which are outlined below. A part of the ILO / UNDP collaboration agreement during L-I+II and L-III is for UNDP to implement some projects. The ILO EIIP CTA is responsible for the performance of the whole of the EIIP programme. One of the key roles of the EIIP Project Management Committee (PMC) is to approve project selection.

EIIP project selection in Lebanon has two main challenges **(D5)**. The first is concerned with securing a balanced selection of projects of benefit to the communities which take account of local priorities and political sensitivities. The second is the selection of projects which are suitable for the employment intensive approach. In designing LP-I+II, strong complementarities were envisaged between ILO and UNDP.³¹ ILO brought the expertise in employment intensive investment in local infrastructure and is the lead agency. The UNDP’s LHSP had the advantage in identifying potential projects based on locally identified priorities in sectors including health, education, livelihood, social cohesion, environment and local governance. Since there is need for infrastructure related to most of these sectors, this is where the EIIP would contribute. UNDP with its local knowledge and relationships acquired through LHSP would prepare the long list of projects from which the short list based on suitability for employment intensive works would be identified by the ILO team. Given UNDP/LHSP’s knowledge and experience a fast start to the programme was envisaged. In the end, this was not possible because the rapid compilation of the long list did not materialise and the first short list was rejected by the PMC on political considerations. The delays raise questions about the validity of the assumption about UNDP/LHSP ability to enable rapid identification of suitable projects and the role of the PMC in project selection **(D5)**.

The ILO EIIP team remains the provider of training for UNDP/LHSP staff and contractors and certification of contractors for the EIIP projects implemented by UNDP. In the procurement of contractors and project implementation, much closer collaboration was envisaged with the ultimate objective of strengthening the technical capacity of LHSP and employing the EIIP approach to all LHSP projects. Initially a division of labour was envisaged with the ILO supervising the technically more challenging projects and LHSP applying the EIIP approach to the types of works it had experience in (playgrounds and sewage canals were cited as examples in the document).

The envisaged collaboration and division of labour have not materialised. While the ILO EIIP CTA is responsible for the performance of the whole EIIP project, there is insufficient coordination and control and differences in supervision and reporting quality between the ILO and UNDP implemented projects. While FIDIC contract short-forms with the same specific terms and conditions are used for inviting tenders for ILO and UNDP implemented projects, the ILO and UNDP procurement processes differ and therefore the synergies of a common procurement process have not been realised.

One significant difference between the ILO and UNDP bid evaluation process is that in the ILO process, very low and very high bids (less or more than 20 per cent of the bid estimate) are eliminated to exclude very high bids and reduce the risk of including low technical quality bids. A contractor who had experience of bidding for an ILO project and a UNDP project stated that there was a much wider distribution of bids to the UNDP than for the ILO. Two of the EIIP projects implemented by the UNDP were terminated in March 2019 because

³¹ See KfW, ILO ROAS and UNDP (2016) *Project proposal for the Partnership for Prospects Initiative: Creating decent work opportunities for Syrian refugees and host communities through infrastructure improvement in Lebanon* (09.12.2016).

of contractor failure. The remaining work was retendered and the new contractors have resumed work in December 2019.

The donor, the ILO and the UNDP recognise that the current structure of the collaboration is sub-optimal and has not realised the potential benefits and synergies of the collaboration and therefore there is a need to either restructure or end the collaboration for future phases (see **EY1**, **EY2**, **EY6** and **EY7** in “Efficiency” and **EM1** in “Effectiveness of management” for more details).

An area of concern and a challenge related to project design, in addition to those summarised in Table 3 and discussed above is short planned phases, which combined with long and unpredictable project selection and approval processes, lead to reduced time for implementation or phase extensions (**D2**, **D13**). The donor has been willing to permit “no cost extensions” but for the programmes there is increased overlap between phases putting greater pressure on project staff time and a constraint on developing new initiatives especially on objective (c) “strengthened institutional and technical capacities for implementing the employment intensive approach” and exploring the scope for extending the application of LRBT. The need for extensions also signals that the timeframes for project cycles which require allowances for administrative and planning delays discussed further under “Efficiency” are not compatible with short planned phases (**D7**). Further, while programme assumptions and targets on the resource requirements and management for employment generation and asset creation are realistic (**D9**), the short phases and necessary extensions make the assumptions on timing unrealistic.

The other specific questions not directly covered above are addressed here and reference is made to their further coverage under the remaining criteria below where appropriate. What activity types have been successful and which not (**D3**) has been discussed further under “Efficiency”. It was noted earlier that given the asset creation or preservation focus of EIIPs, routine municipal activities such as refuse collection are not appropriate and should not be continued. Flexibility is required to make decisions on the ground to use equipment where conditions require as in the Gobeiry project in Lebanon referred to in relation to **D1** under “Validity of design”.

The identification / selection process (**D5**) in Jordan offers the EIIP team scope to engage with national and local partners to jointly identify projects and activities. In Lebanon, as noted earlier under “Validity of design”, the project selection process is more complex and the role of the PMC in approving projects is an obstacle which needs to be addressed. The key criteria for selection are that selected projects should have: (a) an asset creation or preservation function, and (b) sufficient labour intensity to justify inclusion. For the Lebanon EIIP, which appropriately focuses on asset creation or rehabilitation, a minimum labour intensity of 35 per cent has been set with the donor’s agreement. In Jordan for JP-III the labour intensity target was set at 80 per cent and municipal community works only have been included to achieve this intensity. In JP-IV there are two targets, 85 per cent for municipal community works and 45 per cent for road maintenance. Both these targets, and especially 85 per cent for municipal works, prevent most types of asset creation.

On the benefits of extending to other locations in the future (**D12**), discussions with project staff in both the countries indicate that a gradual approach to extending to other areas is manageable from the programme management perspective though more field staff may be required.³²

4.4 Efficiency

Efficiency is a measure of the extent to which the outputs achieved are derived from an efficient use of financial, material and human resources. The first specific question (**EY1**) refers to cost-effectiveness in supporting livelihoods and creating / maintaining assets and highlights the issue of multiple objectives. The EIIP approach seeks to balance the livelihood support and asset creation / maintenance objectives by: (a)

³² Also see **ET11** and **ET12** under “Effectiveness”.

selecting projects and activities in which the labour-based approach can be efficient, and (b) by applying the approach efficiently.

The management of operations have been financially efficient in Lebanon in the sense that programme expenditure has remained within the available funds while performing well on the targets. Table 4 shows the planned and actual costs of projects in Lebanon during LP-I+II and the amount of employment created (number of worker days and jobs).³³ Available information on the EIIP ILO projects (all completed) and EIIP UNDP projects (in progress) has been shown. For the completed ILO projects, where there are differences between the planned and actual costs, there are sound explanations of the differences which demonstrate management adaptability in response to changing circumstances. Further, extensions of time required for the completion of projects have been managed within the budget.

The projects in Deir el Ahmar and Ghobeiry were expanded to compensate for the cancellation of a project because of security concerns (vegetable market in Nabichit). In Deir al Ahmar the canal network was extended from the planned 18.2 km to 25 km. In Ghobeiry there were additional sidewalk works. The actual worker days were higher for all ILO EIIP projects. The explanation for Deir el Ahmar and Ghobeiry is expansion of projects. There are sound explanations for the other increases (for example, an additional community contract for the road in Tal Abbas), inclusion of some worker types not in the planned number of worker days (Hammana water reservoir and sidewalk in Jbeil) and changes in works and contractor failure (Mazboud and Katermaya and Tripoli projects respectively). Where the actual duration of projects exceeds the planned time, the reasons are either additional works (Deir el Ahmar, Mazboud & Katermaya and Ghobeiry), failure of the first contractor (Tripoli) or weather conditions (Hammana). The additional worker days and works are within the budget, an indicator of efficiency.

The two UNDP implemented EIIP projects in LP-I+II are not yet complete because of the poor performance and eventual failure of the one contractor who was awarded both the contracts. New contractors have been procured and work was due to be resumed in December 2019. The actual worker days are expected to be higher than the planned worker days for these projects because of the inclusion of indirect workers and workers in unrelated activities. Contractors do fail and it is not necessarily the responsibility of the client or the supervising staff. Among the ILO projects there was one (street median in Tripoli), for which the first contract was terminated because of poor contractor performance but the project was completed with a delay and within budget with an amendment of the scope of works. For the UNDP projects for which the contracts have been terminated, the delays in engaging new contractors have been much longer. For both the UNDP projects there were warning signs which could have been responded to with better supervision intervention to support the contractor or to end the contracts sooner. For the ILO implemented projects the EIIP monitoring officer receives copies of individual worker contracts. These were not provided for the UNDP implemented projects. Further at times muster rolls for UNDP projects signalled some irregularities (e.g. inclusion of non-project workers and improperly completed muster rolls).

Close supervision, monitoring and guidance of contractors on ILO implemented projects have ensured their good performance on project completion and ability to extend projects to increase the works and employment to compensate for the cancelled UNDP project. Lessons have been taken on board from experience during LP-I+II and the Independent Medium Term Review³⁴ for LP-III on more rigorous compliance for the UNDP implemented projects with the established ILO EIIP management and reporting processes. Project implementation of UNDP projects in Phase III has not yet started so whether the situation will improve remains to be seen. At the time of the evaluation the EIIP ILO team had completed contractor

³³ Tables 4 and 5 (respectively for LP-I+II and JP-II) also contain information relevant for other elements in the evaluation and are therefore referred to below.

³⁴ Barns and Morrissey (2018).

selection for all of its 9 LP-III projects. For 5 of the ILO projects contractor procurement was completed by the end of July 2019³⁵ and implementation was in progress on 6 of the 9 ILO projects in December 2019.³⁶

In Lebanon, there is an asset creation or improvement focus in LP-I+II which is being carried forward into LP-III. LP-III includes three road maintenance projects in collaboration with the Ministry of Works and Transport (MPWT). MPWT was involved from the initial selection. Its engineers attended LRBT training and are engaged in monitoring the works and reviewing and approving spot improvements. In Jordan, there is a marked difference between JP-II and JP-III in the types of works indicative of a change in the balance between the employment generation and asset creation or maintenance objectives as noted under “Validity of design”.

Table 5 summarises information on JP-II in Jordan in a somewhat different format from Table 4 for LP-I+II because of differences between the programmes in the scope and types of activities as noted under “Validity of design”, and the form in which data was available. Table 5 does not provide information on the planned allocation of funds for each type of works. Further there have been revisions of targets during the programme. The planned work targets in Table 5 are the targets revised in agreement with the donor in June 2018 as reported in *Phase II Final Report* and *Minutes of the Final Inspection of Phase II minutes (July 2019)*. The situation is further complicated by exchange rate fluctuations between the Euro and JOD (which is pegged to the USD). Financial efficiency is indicated by the ability of the programme to: (a) meet or exceed the work targets; (b) exceed the number of worker days targets, and (c) extend the phase to complete projects with no additional costs for the donor.

In JP-II the programme entered into partnership agreements at the national level with four ministries, Ministry of Public Works and Housing (MPWH), Ministry of Agriculture (MoA), Ministry of Local Administration (MoLA) and Ministry of Education (MoE) leading to projects in 4 sectors (roads maintenance with MPWH, forestry, water cisterns and hydroponic cultivation units with MoA and municipal community works with MoLA and schools maintenance with MoE). While there is diversity in the range of sectors and project types, just over 61 per cent of the project expenditure and 57 per cent of the worker days were in road maintenance.

The proportion of worker days in road maintenance is lower than the proportion of expenditure because of higher labour intensities in forestry and municipal community works. Labour intensities across project types compare well with international EIIP experience. The high labour intensity in forestry related work (land preparation, tree nurseries and planting) combined with the greening effects of rehabilitating and developing new forest areas has much potential for EIIP. While the labour intensity of municipal community activities is high, as noted under “Validity of design” some of these activities do not fit in well within the EIIP model. JP-III is entirely focused on municipal community projects.

³⁵ Phase III started in December 2018 (see Figure 1). Following project selection the design work on the first 4 ILO projects started in March and the procurement process started in May.

³⁶ EIIP Lebanon Team (2019d) *191031 EIIP Phase III Project Update 31 October 2019* and EIIP Lebanon Team (2019l) *191202 EIIP Lebanon Phase III implementation plan*.

Table 4: Lebanon LP-I+II - Summary of programme data

| <i>ILO implemented</i> | | | | | | | | <i>UNDP implemented</i> | | | |
|--|--------------------------|-------------------------------------|----------------------------|-------------------|---|---|--------------------------------------|-------------------------|-----------------------------|---|----------------------|
| | Rural roads in Tal Abbas | Irrigation network in Deir el Ahmar | Water reservoir in Hammana | Sidewalk in Jbeil | Strom water drains in Mazboud & Katermaya | Rehabilitation of street median Tripoli | Traffic control features in Ghobeiry | Total (ILO) | Vegetable market in Zgharta | Waterfront, sidewalk & bicycle lane in Mina | Total (ILO and UNDP) |
| Planned cost (USD excl. VAT) | 496,535 | 962,227 | 555,360 | 294,522 | 295,391 | 257,588 | 299,435 | 3,161,058 | 642,388 | 1,570,870 | 5,374,316 |
| Actual cost (USD excl. VAT) | 496,535 | 1,341,230 | 574,913 | 294,522 | 300,891 | 238,459 | 452,435 | 3,698,985 | 734,765 | 1,706,118 | 6,139,868 |
| % difference | 0.0 | 39.4 | 3.5 | 0.0 | 1.9 | -7.4 | 51.1 | 17.0 | 14.4 | 8.6 | 14.2 |
| Difference - actual less planned duration (months) | 1 | 11 | 3 | 0 | 5 | 7 | 7 | | | | |
| Planned worker days | 7,866 | 16,560 | 4,374 | 4,683 | 5,890 | 2,370 | 2,400 | 44,143 | 7,696 | 28,968 | 80,807 |
| Actual worker days | 9,296 | 22,052 | 6,855 | 6,016 | 6,563 | 3,000 | 6,471 | 60,253 | 10,275 | 30,899 | 101,427 |
| % difference | 18.2 | 33.2 | 56.7 | 28.5 | 11.4 | 26.6 | 169.6 | 36.5 | 33.5 | 6.7 | 25.5 |
| Actual labour cost | 206,200 | 587,000 | 160,000 | 142,740 | 170,000 | 75,000 | 165,000 | 1,505,940 | 260,161 | 715,515 | 2,481,616 |
| Labour intensity (%) | 41.5 | 43.8 | 27.8 | 48.5 | 56.5 | 31.5 | 36.5 | 40.7 | 35.4 | 41.9 | 40.4 |
| Labour cost per worker day (USD) - actual worker days | 22.2 | 26.6 | 23.3 | 23.7 | 25.9 | 25.0 | 25.5 | 25.0 | 25.3 | 23.2 | 24.5 |
| Cost per worker day | 53.4 | 60.8 | 83.9 | 49.0 | 45.8 | 79.5 | 69.9 | 61.4 | 71.5 | 55.2 | 60.5 |
| Planned beneficiaries | 195 | 410 | 109 | 115 | 145 | 60 | 60 | 1,094 | 192 | 724 | 2020 |
| Actual beneficiaries | 230 | 380 | 255 | 70 | 163 | 112 | 111 | 1,321 | 257 | 570 | 2,148 |
| % difference | 18.0 | -7.3 | 133.9 | -39.1 | 12.4 | 86.7 | 85.0 | 20.7 | 34.0 | -21.0 | 6.0 |
| Actual number of jobs | 90 | 250 | 80 | 60 | 50 | 50 | 60 | 640 | 80 | 272 | 992 |
| 40 day jobs as % of beneficiaries | 39.1 | 65.8 | 31.4 | 85.7 | 30.7 | 44.6 | 54.1 | 48.4 | 31.1 | 47.7 | 46.2 |
| Cost per job | 5,517 | 5,365 | 7,186 | 4,909 | 6,018 | 4,769 | 7,541 | 5,780 | 9,185 | 6,272 | 6,189 |
| Planned per cent Syrians | 50 | 50 | 50 | 50 | 50 | 50 | 50 | 50 | 50 | 50 | 50 |
| Actual per cent Syrians | 77 | 90 | 83 | 86 | 72 | 67 | 85 | 83 | 69 | 59 | 74 |
| Planned per cent women | 10 | 10 | 10 | 10 | 10 | 10 | 10 | 10 | 10 | 10 | 10 |
| Actual per cent women | 12 | 24 | 10 | 3 | 2 | 7 | 7 | 13 | 2 | 1 | 8.5 |

Source: Compiled from programme data and information provided by programme staff.

Table 5: Jordan JP-II - Summary of programme data

| Type of works | Terracing (kms) | Water cisterns (units) | Forestry and nursery works (ha) | Hydroponic works (units) | Community works (no of municipalities) | New road maintenance (kms) | Routine maintenance of off carriageway of highway | Performance based maintenance of Phase I roads | School maintenance | Totals and % where appropriate |
|---|-----------------|------------------------|---------------------------------|--------------------------|--|----------------------------|---|--|--------------------|--------------------------------|
| Planned work | 5.0 | 41 | 280 | 2 | 2 | 384 | 360 | 660 | 13 | |
| Actual work | 7.2 | 81 | 275 | 2 | 2 | 384 | 360 | 660 | 13 | |
| Actual cost - USD | 92,467 | 95,013 | 1,013,812 | 221,856 | 1,543,455 | 2,092,085 | 1,984,309 | 1,978,904 | 832,845 | 9,854,747 |
| Planned worker days | | 1,244 | 19,440 | 6,182 | 37,920 | 38,252 | 54,840 | 40,080 | 11,847 | 209,805 |
| Actual worker days | 4,018 | 2,542 | 34,960 | 10,369 | 49,214 | 41,342 | 54,779 | 54,417 | 11,772 | 263,413 |
| Estimated labour cost | 62,878 | 30,404 | 750,221 | 119,802 | 1,234,764 | 815,913 | 1,190,586 | 1,167,554 | | 5,372,121 |
| Labour intensity (%) | 68 | 32 | 74 | 54 | 80 | 39 | 60 | 59 | | 58 |
| Labour cost per worker day (USD) - actual worker days | 16 | 12 | 21 | 12 | 25 | 20 | 22 | 21 | | 20 |
| Cost per worker day | 23 | 37 | 29 | 21 | 31 | 51 | 36 | 36 | | 37 |
| Actual beneficiaries | 131 | 72 | 542 | 106 | 900 | 1,023 | 575 | 457 | 308 | 4,114 |
| Actual number of jobs | 4 | 29 | 233 | 78 | 873 | 586 | 488 | 412 | 125 | 2,828 |
| 40 day jobs as % of actual beneficiaries | 3.1 | 40.3 | 43.0 | 73.6 | 97.0 | 57.3 | 84.9 | 90.2 | 40.6 | 68.7 |
| Cost per job | 23,117 | 3,276 | 4,351 | 2,844 | 1,768 | 3,570 | 4,066 | 4,803 | 6,663 | 3,485 |
| Planned per cent Syrians | 50 | 50 | 50 | 50 | 50 | 50 | 50 | 50 | 50 | 50 |
| Actual per cent Syrians | 43.9 | 42.3 | 50.6 | 45.2 | 49.8 | 48.2 | 51.1 | 48.2 | 48.3 | 49.2 |
| Planned per cent women | 10 | 10 | 10 | 10 | 10 | 10 | 10 | 10 | 10 | 10 |
| Actual per cent women | 0 | 0 | 11 | 77 | 22 | 13 | 10 | 12 | 14 | 15.8 |
| Planned per cent PwD | 3 | 3 | 3 | 3 | 3 | 3 | 3 | 3 | 3 | 3 |
| Actual per cent PwD | 0 | 0 | 0 | 21 | 3 | 4 | 3 | 4 | 4 | 3.7 |

Source: Compiled from programme data and information provided by programme staff.

The Director at the Department of Agriculture in Mafrq noted that there was great potential for employment intensive works in agriculture and forestry and would have liked the partnership between ILO and MoA to continue into the next phase.³⁷ He also had some comments on the differences in practices and performance based on observation of the EIIP and two Cash for Work (CfW) projects engaged in a similar activity, building greenhouses (see Table 6). The Director appreciated the better operating practices and efficiency of the EIIP approach which he considered the best of the three with GIZ³⁸ second and WFP third. The lead that the ILO has taken alongside the EIIP programme in developing standard operating procedures (SOPs)³⁹ is contributing to the adoption of improved and more consistent approaches to CfW in Jordan.

Table 6: Mafrq Agriculture Department Director's comparison of the performance and practice of three agencies' "CfW" projects

| | EIIP | GIZ | WFP |
|----------------------------|---|--|---|
| Work organisation | Task work and payment based on completion of tasks. | Daily paid. No evidence of work plan and specification of tasks. | Daily paid. No evidence of work plan and specification of tasks. Maximum 14 days of work. |
| OSH aspects | Occupational insurance and social security contributions. | Social security covered. | No occupational insurance or social security. |
| Efficiency of works | Work performed efficiently and completed on time. | "Medium productivity". | "Low productivity". |

Another efficiency issue is related to the donor's requirement to have targets for the number of jobs created where a job is defined as a minimum of 40 days of employment for a person within a year.⁴⁰ Both for JP-II and LP-I+II, this indicator and related targets do not appear in the original results matrices because they were introduced later after the inception of the programmes. The targets for this indicator set initially were unrealistically high in both the countries. As noted under "Validity of design" some persons prefer to work for less than 40 days and contractors prefer to retain good workers for longer for better productivity. There are also some types of projects and activities in which employment for 40 days and terminating employment beyond 40 days is easier (for example municipal community works and routine maintenance in Jordan).

Table 4 and Table 5 highlight the issue by comparing the actual number of 40 day jobs with the number of beneficiaries for the programmes overall and for different project types in the two programmes. Almost 69 per cent of beneficiaries in JP-II were employed for a minimum of 40 days (Table 5) and just over 46 per cent of beneficiaries in LP-I+II were employed for a minimum of 40 days (Table 4). The difference is explained by the differences in the nature of the projects between the two programmes. In particular, in JP-II very high proportions of workers (97 per cent) are engaged for a minimum of 40 days in municipal community works and 85 per cent and 90 per cent in off carriageway and performance based routine maintenance respectively. These types of works are more amenable to managing the length of workers' contracts, whether employment is by direct labour as in the case of municipal works, or by contractors.

³⁷ This was confirmed by Dr Mahmoud Al Rabea at the Ministry of Agriculture.

³⁸ Gesellschaft für Internationale Zusammenarbeit or Corporation for International Cooperation is a German development agency which implements technical cooperation projects on behalf of BMZ. KfW implements "financial cooperation" projects on behalf of BMZ.

³⁹ The SOP document, ILO et al (2018), is one element in the synergies and cost sharing (**EY2**) discussed below.

⁴⁰ Initially referred to in Section 2 "Purpose of the evaluation and status of objectives" and further explained under "Validity of design".

In contrast the projects under LP-I+II are investment in construction or rehabilitation of infrastructure by contractors who prefer to make choices about which workers to retain longer and which to release earlier. Further, the need for the type of work offered by the programme by members of the host communities is less acute in Lebanon and therefore more persons leave after initially joining projects because the nature of the work is considered to be unsuitable, especially by the Lebanese.⁴¹ The higher proportion of Syrians (74 per cent, see Table 4) reflects their greater willingness to participate in manual work offered by the EIIP.

The donor has shown appreciation of the issues related to the number of jobs target and has agreed to the downward revision of the targets for this indicator in both the countries. For JP-II, the target for the total number of jobs was revised downwards from the ambitious 5,600 (a figure obtained by simply dividing the target number of worker days by 40) to the more realistic 3,600. The actual number attained was 2,828 which was considered to be acceptable by the donor when looked at alongside the 18 per cent higher number of worker days generated and other achievements under the programme phase.⁴² The target of 2,395 jobs for LP-I+II based on the assumption that all workers would be employed for precisely 40 days was revised in October 2018⁴³ to 1,000. The October 2019 programme update⁴⁴ reports that the number of jobs (employment for 40 days) at 1,093 has exceeded the revised target. A rationale for the number of jobs target is to indicate the number of persons whose households receive a given level of livelihood support. The effects on the livelihoods of households of shorter versus longer periods of employment are considered under “Impact”.

The evidence indicates that JP-II and LP-I+II have attained a sound balance between providing short-term employment and asset creation and preservation. In Lebanon there were basic economic appraisals of two roads and one market projects⁴⁵ which included the benefits of cash injection into the local economy and were appropriate for the nature and size of projects. There were no similar appraisals for the remaining projects (for example the traffic management scheme in Ghobeiry and the water tank Hammana). This is understandable since the benefits of these projects are not readily quantifiable in monetary terms. Nevertheless a statement of the intended benefits of such projects and performance indicators for the intended benefits would enable effective monitoring and assessment of performance. The completion reports for the projects include an impact assessment based on the intended benefits and key informants’ responses. They also include information on the planned and actual expenditure and employment, the breakdown between Syrian and Lebanese participants and the proportion of women.⁴⁶ These reports are a model to be followed, especially if indicators of the intended benefits are included.

One issue requiring attention is the cost effectiveness of local resource based technology (LRBT) in the context of relatively high wage rates in Lebanon and Jordan in comparison with countries in which LRBT has been shown to be competitive. Annex H shows the Lebanon EIIP Team’s comparison of the cost estimates of constructing agricultural roads and irrigation canals by LRBT methods and conventional equipment based methods. The evidence shows that LRBT method costs were 8 to 9 per cent higher than conventional equipment based methods. However if roads are constructed by the LRBT approach 40 per cent of project expenditure would be paid to workers compared with 10 per cent for the equipment based approach. For canal construction, the respective figures are 35 per cent paid to workers for LRBT and 19 per cent for equipment based. The higher proportion of project expenditure going to EIIP workers as a consequence of using the LRBT approach contributes more to workers’ families’ livelihoods and makes a greater impact on the local economy and employment (also see *IMS* under “Impact” on indirect and induced employment).

⁴¹ ECE Consultants (2019).

⁴² KfW and EIIP Jordan Team (2019).

⁴³ ILO ROAS (2018a).

⁴⁴ EIIP Lebanon Team (2019d). The figure in this update is higher than 977 shown in Appendix J which is from earlier records.

⁴⁵ Consultation & Research Institute (2019a, b and c).

⁴⁶ There was no target for the per cent of PwDs in LP-I+II. There is a target of 2 per cent for PwDs in LP-III.

Contractors understandably have a commercial perspective. Some contractors interviewed in Jordan and Lebanon estimated EIIP project costs to be 20 to 30 per cent higher than their conventional approaches. However contractors bidding for EIIP projects are not disadvantaged by the cost difference since they are expected to reflect the higher costs in their bid documents. Training on the rationale for the LRBT approach and costing of works and supervision and guidance on site are essential to monitor that the LRBT approach is employed and for its efficient application. Some contractors interviewed in both countries recognised the social responsibility dimension and indicated that because of the strict bidding rules the projects were less profitable than conventional ones but nevertheless worthwhile. At the programme and policy levels, guiding principles are required on the cost differential between the LRBT approach and the conventional equipment based approach which is acceptable. The acceptability of higher costs of the LRBT approach up to a certain percentage (for example, up to 10 per cent⁴⁷) would be justified on the grounds of the employment generation objective and the higher proportion of the cost paid to workers leading to higher impacts on the local economies. Such guidance if adopted at the policy level would signal a pro-employment oriented strategy.

Some contractors indicated that the task work system and employing men and women was less productive than selecting fewer more productive workers and engaging them to work longer hours. This view signals lack of understanding of one of the key purposes of the task work approach, to enable participants with different capacities to work productively to achieve good average efficiency, with the related objective of enabling inclusivity. This rationale for task work could be further clarified in the training and in the field.

When compared with projects with the sole purpose of “Cash for Work”, EIIPs will always be less “efficient” if the sole objective is to be cost-effective in delivering cash to target groups with no consideration of whether the work is productive. As the evidence in Table 4 and Table 5 shows, there is a spectrum of labour intensities on the two programmes. On asset creation projects labour intensities range between 28 and 57 per cent. In road maintenance the labour intensities are about 60 per cent, about 70 per cent in the agriculture and forestry sector (terracing earthworks and forestry and nursery works) and 80 per cent in municipal works. With municipal works it is important to make a distinction between asset maintenance works, which are appropriate if they initiate a sustainable approach to maintenance, and displacing routine municipal work, such as refuse collection which has limited asset creation or preservation value, which are not appropriate.

Construction of water cisterns in Jordan differs from other project types. It is a form of private-public partnership leading to employment in small numbers in dispersed locations in the creation of private assets. The arrangements are rather complex with farmers contributing about 25 per cent of costs and being the employers. Nevertheless it is a form of “green” works and a survey of farmers who participated in another EIIP project⁴⁸ benefiting from the investment in water cisterns reported that 72 per cent of farmers increased the cultivated area, 51 per cent saved more than 30 per cent of irrigation costs and 69 per cent had an increase in their incomes. The final evaluation report for the project⁴⁹ indicated that some farmers would recoup their investment within 3 years, though the payback period for the whole investment would be much longer. Table 5 shows that labour intensity is on the low side for water cistern construction under JP-II and women’s participation is also low. On balance this project type is difficult to manage and less appropriate as part of an EIIP because it involves creation of private assets and the small team work requirement which makes women’s participation difficult. Other types of green works, terracing and forestry, offer substantial potential.

⁴⁷ The suggested figure is based on the Lebanon programme team’s cost comparison of labour-based and conventional construction of rural roads and irrigation canals. Further studies are recommended before setting the figure which may differ between countries and types of works.

⁴⁸ The project was Government of Norway financed EIIP project, *Job creation for Syrian refugees and Jordanian host communities through green works in agriculture and forestry* (ILO ROAS, 2016). The evidence is from ILO ROAS (2019a).

⁴⁹ Connell (2018).

The second specific question (**EY2**) refers to synergies for cost sharing. In Jordan there was no evidence of cost saving synergies. In Lebanon, while there was potential of such synergies through the partnership with UNDP, no cost saving synergies were discerned as explained earlier under “Efficiency”. However there have been synergy benefits wider than cost savings in the two countries which take two forms. The first is dissemination of the employment intensive approach and related good practice which have the potential of extending the employment intensive approach beyond the EIIPs. The second is direct effects in the formation of other projects or initiatives. Examples of the first are the lead taken by the ILO in developing the Standard Operating Procedures (SOP) for CfWs in Jordan and the “Employment Intensive Projects Guidelines” prepared by the EIIP Team in Lebanon.⁵⁰

The focus of the SOP in Jordan is on common practices and to reduce competition and contradictions between EIIP and other CfWs. This has been reinforced by coordination between agencies providing support through CfWs to avoid duplication of activities within localities. In the “Guidelines” in Lebanon, there is greater focus on disseminating LRBT practices more widely. The potential in Lebanon for disseminating and influencing is enhanced by: (a) “embedding” an ILO EIIP expert as adviser in MoSA; (b) endorsement and dissemination of the “Guidelines” by the two partner ministries, MoSA and MoL, as an approach for providing employment based support to poor and vulnerable households, and (c) the collaboration with UNDP/LHSP which offers the potential for expanding the employment intensive approach. However, as noted under “Design validity” and discussed earlier under “Efficiency”, the potential of the ILO / UNDP collaboration is not being fulfilled.

Examples of the second type of synergy benefit, direct effects in the formation of other initiatives, in Jordan are:

- MPWH adopting performance based management contracts (PBMC) and establishing routine maintenance teams for roads.
- Technical advice and support for the World Bank financed ESSRP and MSSRP in Jordan. Both these programmes include employment intensive components.⁵¹ The MSSRP Project Manager was formerly a national expert on the EIIP.
- Government of Norway funded green works EIIP project in partnership with the Ministry of Agriculture.

Examples of the second type of synergy benefit in Lebanon are:

- Training for other KfW partners implementing employment intensive works (UNRWA, UNICEF, CDR, Caritas and Palladium).
- Engagement with the World Bank and CDR in connection with the World Bank financed Roads and Employment Project. A preliminary study to assess the employment impact of the investment was undertaken, a report assessing the labour intensity and local resource use of road construction and maintenance activities was produced⁵² and the EIIP Team has provided training for CDR and World Bank. The Roads and Employment Project team has conducted an appraisal of the appropriateness of the employment intensive approach and identified some activities for which the approach is suitable and which will be used when implementation starts early next year. The activities include low to medium height retaining walls, drainage channels and roadside safety barriers and maintenance post-construction.
- Engagement with MPWT in LP-III in road maintenance projects (also referred to in relation to **EY1** under “Efficiency”).

It was noted earlier under “Validity of design” that training was an essential part of the design of the programmes. Both the programmes conducted training of government officials and contractors’ staff. The targets for training in the JP-II results matrix were 100 each for public officials and private sector contractors.

⁵⁰ ILO EIIP et al (2018) for Jordan SOP and ILO EIIP, MoSA, MoL (2019) for the Guidelines in Lebanon.

⁵¹ Government of the Hashemite Kingdom of Jordan and the ILO (2017).

⁵² ILO EIIP (2017) and ILO EIIP (2018).

These targets were exceeded by multiples (725 public officials and 428 contractors and their staff trained). Contractors' training was to introduce them to the LRBT approach and bidding for contracts.

Six training modules in planning, preparing bids and implementing Local Resource Based Technology (LRBT) were developed, a training of trainers course for the Jordan Engineers Association (JEA) was conducted and the courses accredited by the JEA. In Lebanon the LP-I+II results matrix included the target of 20 contractors (5 in Phase 1 and 15 in Phase II) and a pool of a minimum of 30 contractors trained and certified in LRBT. In all 63 companies participated in EIIP training during LP-I+II (195 trainees in all of which 43 were women). The winning contractors received startup training and received on-the-job training as needed. While essential for the programmes, the training has wider benefits of developing the knowledge base for wider impact and sustainability.

The third specific question (**EY3**) refers to the intervention benefits and related costs of integrating gender equality. Many Syrian refugee households and vulnerable Jordanian and Lebanese households have acute livelihood needs which put pressures on female members of households to seek work. While there is a tradition of women working in farming in some rural areas, giving women access to work on the EIIPs was considered a challenge because of the cultural barriers against women working outside the home, especially in open public places and in construction activity.

JP-II in Jordan has comfortably exceeded the target of a minimum of 10 per cent women's participation (see Table 5). In LP-I+II in Lebanon the ILO implemented projects overall have exceeded the 10 per cent target but the ILO and UNDP projects combined are unlikely to reach this target because of the very low women's participation in the UNDP projects which are in progress. A contributory factor in the low participation in the UNDP projects is likely to be the nature of the projects and their urban locations. While the overall targets have been reached or nearly reached in the two programmes, there are wide variations between project types. In Jordan, there was no women's participation in terracing and water cisterns. The former because earthworks were considered to be too arduous for women though this is not borne out by international experience. Work on water cisterns is in small teams on private farms and so was not conducive to women working in mixed teams. In Lebanon the lower participation rates were principally in urban locations.

The targets were attained by a variety of means, including publicising and influencing through community leaders and communication channels, being sensitive to cultural norms about the types and locations of work suitable for women, targeted outreach, provision of transport, accommodating women-only work teams, direct payment of wages to women, and training contractors on gender responsive recruitment and workplace practices. An aspect related to gender responsive work practices which is of wider relevance is the principle of equal pay for work of equal value and the rationale underlying task work which has been referred to earlier with reference to **EY1**.

From interviews with women project workers, some of the most effective influencers for women's participation appear to be the demonstration effect of other women working (including women supervisors and engineers), how they are treated at work and the reliability and regularity of payment directly to them. On JP-II and LP-I+II and in the later phases, women have worked in a variety of mixes, in some cases with their male family members, in some cases in teams of women only and in some in mixed teams. Some wider benefits of inclusion of women on the two EIIPs are their empowerment and either new entry into the labour market or better reward and treatment at work.

For all the women interviewed on sites in Jordan the EIIP project was their first employment outside the home and the women put high value on being paid directly. Evidence from a more systematic study and a larger sample of women portrayed a different picture.⁵³ In response to the question on whether they were employed before working on the programme, 70 per cent of women stated that they were not.⁵⁴ However,

⁵³ NAMA Strategic Intelligence Solutions (2019).

⁵⁴ For men the figure was 43 per cent.

this response does not represent the percentage of women for whom EIIP employment was the first job since some of the 70 per cent may have had employment in the past but were not employed immediately before taking up EIIP employment. In Lebanon, the situation was mixed with most of the previous employment of the women interviewed at sites in agriculture. As Table 4 shows, women's participation is relatively high on rural projects but very low on urban projects possibly because of cultural barriers referred to above. The labour survey in Lebanon⁵⁵ included 10 per cent women in the sample but the report did not include a gender separated analysis of the data. Gender inclusion initiatives have been planned in JP-IV and LP-III (see below),

To date, the additional costs of gender inclusion appear to have been modest, included in the EIIP communication strategy and training for officials and contractors, and liaison with local institutions and communities and transport costs for some projects. Evidence for estimating the costs for the programme or contractors is not available. For projects implemented by contractors, their obligation to include a proportion of women impose some costs on them and have some unintended consequences. For example, the contractor for the retaining walls project in Bsharre under LP-III stated that it was not possible to recruit women in the locality and therefore he provided transport for women from Bekaa to work in Bsharre to achieve the women's participation target. One of the site engineers in Bsharre was a woman supervising a mixed team of men and women.

For later phases in Jordan and Lebanon, JP-IV and LP-III, the target for women's participation has been raised to 15 per cent and the phases include resources and initiatives for enhancing gender inclusion efforts and targeted interventions for women's economic empowerment. In Lebanon, in LP-III USD 600,000 have been allocated for a pilot ILO / UNDP project involving Social Development Centres (SDCs) to update the approach for women's participation to include initiatives to ease barriers to their participation and offer more suitable projects for their participation.

In Jordan, USD 50,000 have been allocated in JP-IV to update and implement the strategy for increasing women's participation. Women have some concerns and face a number of barriers against work outside the home. Physical work in public in their own community and with men is considered socially unacceptable and inhibiting. Another constraint is the requirement to limit the travel time to and from work to enable women to combine EIIP employment with household and family responsibilities. A solution being considered on the Jordan EIIP as a pilot is to locate a women only maintenance worksite on a longer road maintenance project close to the perimeter of the village. The rationale is to offer work close to the village (hence shortening the travel time between home and work) but at a more socially acceptable location outside the community.

The specific question **EY4** refers to the efficiency gains or losses resulting from the ILO / UNDP partnership. While there is potential for efficiency gains and wider benefits resulting from the ILO / UNDP partnership, the form of the partnership does not at present make it possible to realise them (see "Relevance and strategic fit", "Design validity" and **EY1** and **EY2** in "Efficiency" for explanation and appraisal).

EY5 refers to the efficiency implications of short and overlapping phases. Short and overlapping phases have different implications and also combine to increase the complexity of implementing the programmes. Short planned phases of 12 to 15 months are a problem because of delays in approvals and project selection and identification for different reasons in Jordan and Lebanon. Further time is required for project selection and preparation. In Jordan when the project document for a phase has been signed, it is mandatory to register it with the Jordan Response Information System for the Syria Crisis (JORISS)⁵⁶ for approval.. Without JORISS approval no progress could be made because no implementation agreement could be signed with any government ministries or administrations to initiate the process of project selection and preparation.

⁵⁵ ECE Consultants (2019).

⁵⁶ JORISS is the Ministry of Planning and International Cooperation (MOPIC) information system for monitoring and controlling activities and initiatives financed by donors in response to the Syrian crisis under the Jordan Response Plan.

For JP-II, the agreement between KfW and the ILO was signed on 26 October 2017, and the phase was registered in the JORISS system in November 2017, but the final JORISS approval was issued by MOPIC only in April 2018, resulting in a 4 months delay. Since each Phase has to be registered with JORISS, there are similar delays for each Phase. In Lebanon, the delays are because of political sensitivities in balancing the selection of projects and the role of the PMC as explained under “Design Validity” in relation to **D1** and **D5**.

The consequences of delays within short planned phases are either truncation of time to complete projects, continuation of work in unsuitable weather conditions or programme extensions. The actual experience in all the phases in Jordan and Lebanon is that it has been necessary to have extensions but projects have also been completed in bad weather leading to sub-optimal performance.⁵⁷ It was noted under “Validity of design” that the donor has accommodated “no cost extensions” but for the programmes there is increased overlap between phases. In Jordan over a period of 12 months (December 2018 to December 2019) work was scheduled for three phases (JP-II, JP-III and JP-IV).⁵⁸ Too many overlapping phases put greater pressure on project staff and place a constraint on their ability to perform efficiently, make improvements and develop initiatives.

Discussions with the donor indicate that longer phases of 2 to 2.5 years would be feasible for any future phases. Such longer phases with an overlap of six months between two phases have some benefits. Since there are delays and need for preparatory activities at the beginning of phases, important benefits of longer phases with planned overlaps are better and more evenly spread use of the time of programme staff who can combine the overseeing of the end of one phase with preparation for the next phase and enable continuity in programme activities.

EY6 (How could the efficiency of the projects be improved?) is a general and overarching question. Overall the programmes are performing efficiently in meeting objectives (a) and (b) and making efforts towards achieving objectives (c) and (d). The answer on possible improvements derive from the appraisal under “Design validity” and earlier parts of “Efficiency”. In broad terms they are: (a) an alternative to the partnership between the ILO and UNDP in Lebanon based on their core competencies and achieving cost synergies or the ILO to be solely responsible for the EIIP; (b) in Jordan a greater focus, based on the lessons from JP-II and JP-III, on sectors and project types compatible with the employment intensive approach; (c) longer phases with short overlaps for better use of resources and continuity; (d) mutual learning from good practice between the programmes, and (e) a policy framework which sets out the scope for employment projects and activities in relatively high labour cost contexts. The recommendations at the end provide more details.

EY7 refers to improvements in coordination between implementing agencies. This has been addressed in considering possible synergies (**EY2**) and the appraisal of the ILO / UNDP collaboration in Lebanon (under “Design validity” and in relation to **EY1**, **EY2** and **EY4** under “Efficiency”). Coordination has a number of important purposes. The first is to ensure that there is no duplication between projects implemented by different agencies. The second is to realise the complementarities in implementation. The third at a higher level is to have a coordinated approach to strategy between agencies and in influencing policy.

An example of duplication arising from lack of coordination in Jordan identified during a donor inspection was the Jordan EIIP and GIZ supporting the construction of hydroponic units in one location. Since then measures have been taken to avoid such duplication through meetings and sharing of information on projects and future plans with GIZ and other agencies providing CfW support. A joint database of projects and

⁵⁷ An example is the Hammana water tank project referred to under “Validity of design”. In addition to the issues highlighted earlier, according to the contractor some work on the track to the water tank during the rains was washed away and had to be redone.

⁵⁸ See Figure 1.

activities is being planned. The lead that the ILO has taken in producing the SOP document for CfW projects also helps to reduce conflicting practices.

At a higher level the EIIPs in both countries could strengthen the coordinated approach on influencing policy. In Jordan, ILO has coordinated with GIZ and other agencies to approach MoL to address the issue of uncertainty and delays in issuing work permits in late 2019. Such a coordinated approach could be extended to influencing other policy areas important for the employment intensive approach such as the “Guidelines” prepared by the EIIP team in Lebanon.

4.5 Effectiveness

Effectiveness is concerned with the extent to which the programmes have contributed to the development objective and the module objectives by producing the planned outputs. **ET1** is concerned with the broader development objective and the specifics of the achievement of targets. As Appendix B shows the development objectives have been shown in slightly different forms in the phases of the two programme. For JP-II and JP-III, the highest level objective stated is “Syrian refugees and Jordanians have better living conditions because of increased employment and improved infrastructure”. JP-IV is worded differently but has similar meaning. LP-I+II specifies the higher level impact to “Stabilize livelihoods, reduce tensions and enhance perspectives of Lebanese host community members and Syrian refugees”. It specifically mentions reduction of tensions which is not stated in the JP-II and JP-III results matrices but is nevertheless a higher level objective.⁵⁹

ET12 below addresses the contribution to peace and conflict prevention and **IM1** under “Impact” addresses the contribution to the stated development objectives. With the twin objectives of short-term employment generation and public assets creation or preservation, the programme phases have the potential to contribute to these high level objectives, though the livelihood support through employment is short-term.

Table 4 and Table 5 show the achievements on the employment and asset creation targets for JP-II and LP-I+II. Appendices I and J provide further details on the achievement of the employment and asset creation and maintenance targets and activities related to capacity building and the work permit situation for displaced Syrians. The results matrix for JP-II includes some ambitious targets on beneficiaries engaging in skills training and accessing employment (see Appendix I) but no information was available on whether these have been met. For JP-III and JP-IV only the first biannual reports were available at the time of the evaluation mission.⁶⁰ The reports indicate that municipal community works are progressing and preparations for the road maintenance component under JP-IV are in progress. Both phases were delayed because of the slow JORISS approval process (see **EY5** under “Efficiency”).

ET2 (appropriateness of LRBT) has been addressed as a part of **EY1** where it was noted that that a spectrum of labour intensities is acceptable with lower labour intensities justified if there is asset creation of value and higher labour intensities for maintenance. Given this spectrum it is appropriate to set a minimum labour intensity of 35 per cent for asset creation as in Lebanon. Inclusion of project types such as terracing and forestry would contribute to the response to climate change and increase overall labour intensity of the programmes. In JP-IV, the very high target labour intensities limit the asset creation potential.⁶¹

On **ET3** (stakeholder participation in location and project selection) it has been noted earlier (under “Validity of design” in relation to **D1** and **D5** and in **EY5** under “Efficiency”), that in Lebanon selection and location of activities have been affected by political considerations at the PMC level. Nevertheless, all proposed projects have been outcomes of local planning processes. A more policy setting role for the PMC would improve

⁵⁹ See Appendix B.

⁶⁰ The reporting period for the second biannual period for JP-III was extended and the draft report was made available later (also see **EM4** under “Effectiveness of management arrangements”).

⁶¹ See **D5** under “Design validity”.

project selection. During implementation there has been engagement with the municipalities and communities as evidenced in the project completion reports for all ILO implemented projects.

In Jordan stakeholder involvement in selection has varied between project types. For road maintenance and agriculture and forestry projects the priorities and selection were agreed with the respective ministries and governorate level directorates based on sector priorities and minimum per cent of Syrian refugees in the area. The municipalities were prioritised by MoLA with one of the criteria being minimum per cent of Syrian refugees. For all project types there was engagement with the local administration and community and used social media to publicise the employment opportunities and seek support for achieving the participation of women and PwDs.

ET4 refers to the contribution of outputs and outcomes to the mainstreamed strategies - gender equality, social dialogue, poverty reduction and labour standards. Under “Relevance and strategic fit” it was noted that aspects of decent work which encompass the mainstreamed strategies are delivery of a fair income, equal opportunities and treatment for all, adequate health and safety measures and insurance in the workplace and freedom to express concerns. Under “Validity of design”, the issue of “voice” for those employed on the programmes and those who feel excluded has been addressed.

On gender equality, the principle of equal pay for work of equal value has been applied by both programmes. The workers’ survey in Jordan shows evidence of the application of this principle in practice with virtually no difference on the range of pay received by men and women. The workers’ survey in Lebanon makes reference to the same level of wages for women and men. Women workers interviewed at sites in both the countries expressed satisfaction with the wage rates on the programmes. Both men and women interviewed expressed satisfaction with working conditions.⁶²

The training content for contractors in Lebanon includes social safeguards and occupational safety and health. A key part of the role of the SSOs is to monitor compliance. In Jordan the training material includes decent work requirements. In interviews at sites some stated that when they learnt about the employment opportunities, at first they were suspicious because of previous bad experiences of not being paid regularly or being paid less than what was promised and difficult working conditions but their experience of work on the project has been good and their initial concerns were not justified. In both countries in the training, practice on the ground and workers’ survey responses there is evidence of enhancements of the approach to address the mainstreamed agenda. Reference has been made earlier to the initiatives to increase the participation of women and adapting the work and the work environment for women where necessary (see **EY3**). The Annexes to the LP-III Progress Report 1⁶³ set out a comprehensive approach and instruments for addressing the mainstreamed agenda.

With respect to poverty reduction, programme employment provides short-term livelihood support which both the workers’ survey in Jordan and interviews in Jordan and Lebanon indicate is in large part spent on daily living requirements. The longer term impact is intended to be through improved assets. This aspect is considered further under “Impact”.

On **ET5** (possible alternative strategies for achieving objectives), for Lebanon exploring additional asset creation and maintenance activities with the potential of making more employment impact has been mentioned earlier. Rural roads and other rural assets offer such opportunities. Irrigation and other water projects also offer potential but at present are excluded because the donor supports projects in this sector through another agency.

⁶² The workers survey in Jordan (NAMA Strategic Intelligence Solutions, 2019a) reported that 90 per cent of those surveys were either very satisfied or satisfied with the working conditions. In Lebanon the comparable figure was 82 per cent (ECE Consultants, 2019).

⁶³ EIIP Lebanon Team (2019b).

In Jordan, the experience of working with MPWH on roads and MoA on terracing and forestry projects could be built on by including projects in those sectors. In both countries the first step in developing alternative strategies would be strategy papers and pilot projects to demonstrate the wider applicability of the employment intensive approach to existing and potential partners. The aim would be to initiate partnerships to mainstream the employment intensive approach as a means of combining productive employment based social protection which offers participants with pathways to sustainable livelihood strategies.

On **ET6** (unintended positive and negative outcomes), there are no completely unanticipated positive outcomes since the programmes are intended to have wider impacts in the form of demonstration effects in productive employment in asset creation, offering decent work and the participation of women and PwDs in paid work. In Lebanon, with other economic activities and opportunities disrupted by the economic crisis which became acute in late 2019, the employment created as well as work for contractors could provide some respite. On the negative side, in Jordan, the larger number of persons wishing to participate than the programme can provide employment for has caused tensions in some municipalities. An unintended consequence in Lebanon noted earlier (**EY3**) was women transported from one municipality to another by a contractor to meet the quota of women employed on the project.

ET7 (efficiency of direct labour in municipal works) and **ET8** (selection of municipal partners - process and performance) are relevant for Jordan and considered together. For the types of municipal works in Jordan, small scale repair and maintenance of buildings (offices and mosques) and cleaning graveyards and maintenance and clearing of roads, municipalities did not consider that contractor operation is appropriate. The municipality officials interviewed were of the view that they had sufficient supervisory capacity to manage works of this type and that contractors would not be interested in the small scale works. In principle it is possible to develop packages of works or engage petty contractors but these options would have added complexity and stretched institutional capacity in this context. There is concern about differences between municipalities in commitment to EIIP works. A competitive approach in which municipalities have to bid for inclusion in the EIIP programme on criteria which include the employment generation potential, the importance of the assets created or maintained and commitment to maintenance⁶⁴ would lead to selection of municipalities which offer sound projects of local value which they are committed to maintain.

ET9 (strategies for breaking gender stereotypes) has been addressed along with **EY3** (benefits and costs of attaining gender equality) under “Efficiency”. By reaching the targets for participation of women as workers and engagement of women as supervisors and engineers, both programmes have contributed to breaking gender stereotypes. Further, as noted under “Efficiency” there are initiatives as parts of JP-III and LP-III to further contribute to breaking the stereotypes.

The strategies for disability inclusion (**ET10**) have included publicising and influencing through community leaders and communication channels, targeted outreach and communication about the nature of work and its adaptability for disabilities and the training and influencing of contractors on types of disabilities and the suitability of work for PwDs. As Table 5 shows the minimum 3 per cent target for PwD participation has been achieved in Jordan. For LP-I+II in Lebanon there was no target for employment of PwDs and they made up just under 1 per cent of the total persons employed. The target for LP-III is 2 per cent of workers with disabilities. The initiative under LP-III to increase women’s participation is complemented by a component to increase the participation of PwDs.

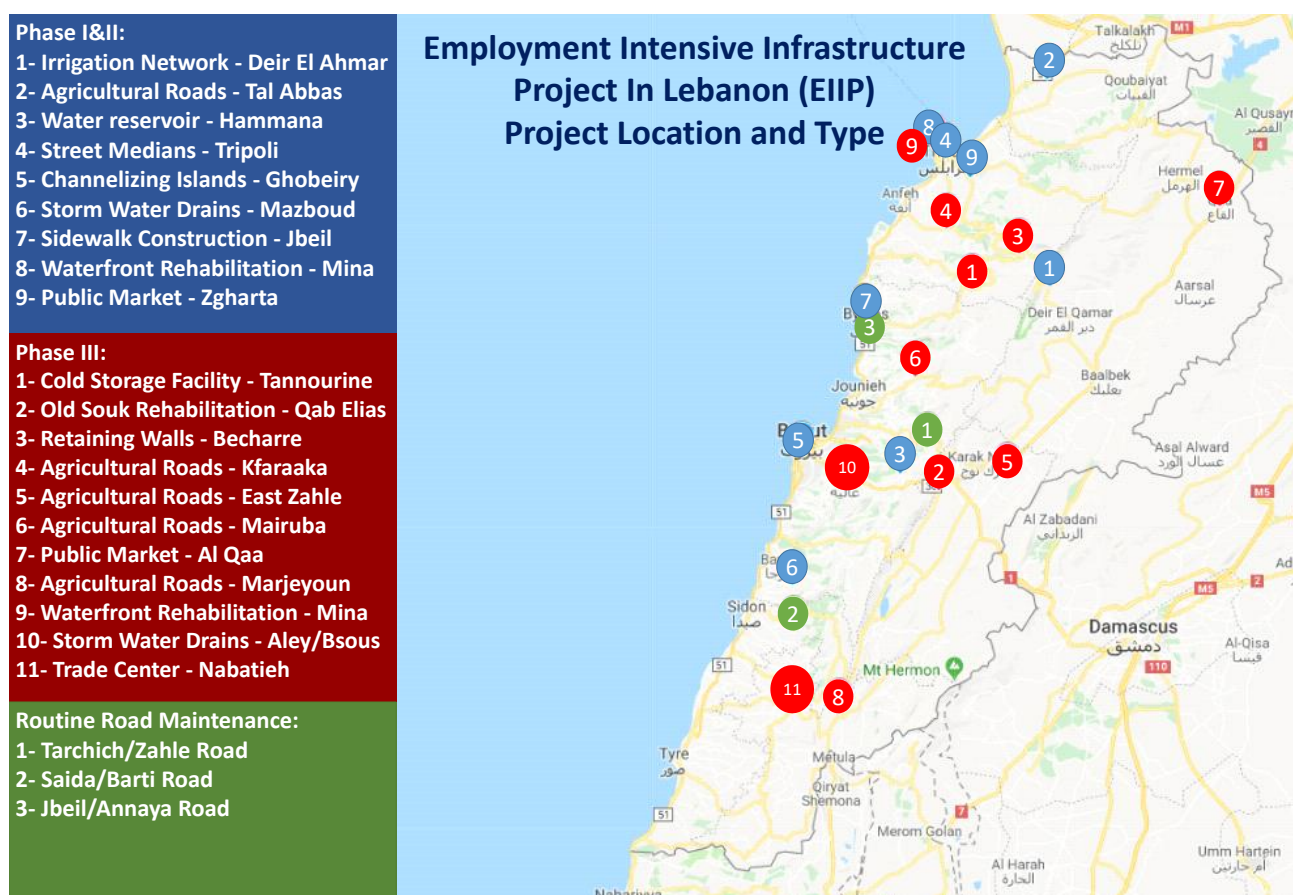
ET11 (geographically focused versus dispersed) has been briefly addressed under “Validity of design” (**D12**, benefits of extending to other locations). Transitioning gradually to a more dispersed programme after consolidation in a few locations is feasible as long as it is properly resourced. The programmes appear to have managed this well so far. In Jordan they have moved out from Irbid and Mafraq during JP-II and JP-III

⁶⁴ The World Bank financed MSSRP Innovation Fund has a proposed a model on these lines (Ministry of Municipal Affairs, 2019).

into four more governorates (Amman, Zarqa, Ajloun and Jerash). In Lebanon the projects are dispersed widely as the location of projects map (Figure 6) shows. Since Lebanon is a smaller roughly cone shaped country (160 kms long and about 56 kms wide at its widest), the geographical dispersion is manageable.

Evidence to assess contribution to peace and conflict prevention (**ET12**) has been obtained by two studies in Jordan, a “do no harm” inquiry to assess the balance of positive and negative effects of the programme and a workers’ survey which included questions on how participants work together, respect each other and effects on tensions of working together.⁶⁵ The do no harm appraisal in Jordan shows that the host community has concerns about Syrians taking jobs from them, which is not an effect of the intervention but a consequence of the crisis (just over 50 per cent of the host community indicated this negative effect). On the question of whether the programme has decreased tensions, about 52 per cent of Syrians and 46 per cent of Jordanians indicated that the programme had reduced tensions between the communities to some extent. About 20 per cent (marginally higher for Jordanians) of respondents indicated that it had not helped at all, while a third of Jordanians and about 30 per cent of Syrians did not have a view or refused to answer. The high proportion of Jordanians refusing to answer could be related to the high demand for jobs which cannot be met by the programme which has the objective of employing equal number of Syrians and Jordanians.

Figure 6: Lebanon EIIP projects location map



Both the “do no harm” appraisal and the workers’ survey indicated that there were no serious concerns associated with Jordanians and Syrians working together and even helped to break down barriers. Over 90 per cent of workers in the sample indicated that Jordanians and Syrians could work together, respected each other and had built new friendships. Just under 90 per cent of each nationality stated that working on the programme had helped to reduce tensions. The last result appears to be at variance with the 50 per cent

⁶⁵ NAMA Strategic Intelligence Solutions (2019a and b).

figure from the do no harm appraisal which uses evidence from the same workers' survey. Nevertheless, the overall effect of the EIIP employment for the two communities appears to be positive.

In Lebanon the perceptions and workers' survey collected evidence from key informants from 8 project locations and a sample of workers from the 8 projects. The locations vary between those with host and Syrian communities living in mixed communities and those where they live in separate areas. The evidence on contribution to peace and prevention of conflict is from mayors, contractors, and social safeguard officers as key informants. The workers' survey did not include questions on any contribution to peace and conflict prevention of Syrians and Lebanese working together. The evidence shows that host communities have concerns about the strains that the large influx of Syrian refugees is placing on services and the infrastructure but the emphasis on the labour market is not as acute a concern overall as it is in Jordan. Nevertheless, strains on the labour market because Syrians are willing to work at lower wages feature in three rural localities. Commercial competition from Syrians setting up small businesses is highlighted as a concern in five out of eight locations. Generally the two communities seem to be living in relative harmony and so the role of the EIIP projects has been to contribute to the harmony by bringing members of the two communities together in the work context.

4.6 Impact

As noted earlier (**ET1** under "Effectiveness"), the development objective encompasses contribution to improved livelihoods of the host communities and displaced Syrians and through this and the experience of working together to contribute to peace and prevention of conflict. On **IM1** (contribution of the programmes to the development objective), the evidence is that the short term impact on household incomes from employment is positive (see **IM4** and **IM5** below). Further, displaced Syrians and hosts working together contributes to reducing tensions between the communities at least in the project work contexts as the discussion of **E12** (contribution to peace and conflict prevention) shows.

On **IM2** (long term impact through policy changes) the policy influencing role has been considered under "Efficiency" in **EY3** as wider synergies and under **ET5** (possible alternative strategies for achieving objectives) by working with other agencies to influence policy for wider adoption of employment intensive interventions. An area which has remained a challenge is the provision of formal job opportunities. This aspect has been addressed under "Validity of design". For different reasons in the two countries, the granting of work permits in time in Jordan and granting of special work permits in Lebanon (**IM3**), remain challenges in spite of the efforts of EIIP teams and ILO ROAS. In Lebanon, changes in governments have made it difficult to put in place the scheme for special work permits which the ILO has prepared with MoL.⁶⁶ In these circumstances, specific billable line-items have been included in the contract documentation to allow contractors to charge for specific decent work related items (OSH and occupational insurance).

The **IM4** (length of worker contracts and livelihoods sustainability) issue arises out of the concern with the short lived impact of EIIP employment for individual workers. According to workers' surveys most of the income earned from EIIP employment is spent on food and daily expenses, rent and debt repayments with not much left for investment in assets or enterprise for sustainable livelihood investment.⁶⁷ It is argued that if participants could work longer on the EIIP, they would accumulate more income which would enable them to invest in training, assets or enterprise. At present there is insufficient evidence to support this proposition. There is also a trade-off between providing higher incomes for fewer persons through longer periods of

⁶⁶ Issuance of special work permits has not been possible because of bottlenecks at MoL and changes in government. The donor has agreed to remove the issuance of work permits as a target as long as the programme applies decent work principles (see EIIP Lebanon Team, 2019a).

⁶⁷ From the January 2019 survey of EIIP participants in Lebanon, workers used the wages to spend on food and daily expenses (n=176), rent (n=104), health (n=39), and debt repayments (n=32). From the April 2018 survey of participants in Jordan, workers used the wages to support their daily consumption (80%), pay rent (40%) and repay debt (27%).

employment and providing lower incomes for larger number of persons. The frequency analysis of data from JP-II and LP-I+II on the number of days of work per person employed (see Table 7)⁶⁸ shows that there are significant proportions of workers who have worked for 80 days or longer (25 per cent in Jordan and 14 per cent in Lebanon). Tracer studies to assess the impacts on the livelihoods of the households of workers who have worked for longer and shorter periods would provide evidence to inform the decision on the length of work contracts for workers and their impacts on livelihood strategies.

Table 7: Frequency analysis of the number of workdays per person employed - JP-II and LP-I+II

| Worker days range | JP-II | | | LP-I+II | | |
|-------------------|--------|--------|---------|---------|--------|---------|
| | Number | FQ (%) | CFQ (%) | Number | FQ (%) | CFQ (%) |
| 0-19 | 526 | 12.8 | 12.8 | 912 | 41.4 | 41.4 |
| 20-39 | 760 | 18.5 | 31.3 | 469 | 21.3 | 62.7 |
| 40-59 | 1,233 | 30.0 | 61.2 | 308 | 14.0 | 76.6 |
| 60-79 | 546 | 13.3 | 74.5 | 204 | 9.3 | 85.9 |
| 80+ | 1,049 | 25.5 | 100.0 | 311 | 14.1 | 100.0 |
| Total | 4,114 | | | 2204 | 100.0 | |
| 40+ worker days | 2,828 | 68.7 | | 823 | 37.3 | |

IM5 is concerned with indirect employment (through backward linkages in sectors which provide tools, equipment, materials and services to the EIIP) and induced employment (resulting from the spending of workers engaged in the EIIPs and those employed in the supply of materials and services to the EIIPs). A study of the indirect employment effects of four of the projects in LP-I+II estimated that the indirect employment created would be about 18 per cent of the direct employment.⁶⁹

It was noted under “Efficiency” in relation to **EY1** that the LRBT approach would inject more cash into the economy through the higher local spending by EIIP workers’ households than if an equipment based approach is used. This higher local spending would have led to local induced employment but information needed to estimate this effect is not available. In addition, there will be generated employment for some types of assets such as roads and markets.⁷⁰ The significance of these impacts is that they add weight to the case for adopting the employment intensive approach for investment in assets even if the cost of the approach is higher than the conventional equipment based approach up to a point as noted in relation to **EY1**.

4.7 Effectiveness of management arrangements

EM1 refers to the division of work tasks within project teams, the use of local skills and governance structures. A number of aspects relevant for addressing this question have been referred to earlier. **D1**, **D8** and **D10** under “Validity of design” and **EY1** under “Efficiency” highlight the importance of technically qualified monitoring and supervision for efficient management and operations. The key management and technical functions required for effective management and any differences between the Jordan and Lebanon EIIPs have been summarised in Table 8. While the fundamental management arrangements are similar, there are some differences between the programmes justifiable by their specifics. There is also potential for mutual learning on for example direct electronic payment to workers (for the Lebanon programme from Jordan) and technically qualified multi-functional SSOs (for Jordan from Lebanon). These and other suggestions have been brought together under “Recommendations” below.

⁶⁸ The data in the table is for the number of days a person is employed during a single employment episode.

⁶⁹ Abbadi (2019).

⁷⁰ The Consultation & Research Institute studies of 2 road and 1 market projects (2019a, b and c) conduct broad brush economic appraisals but do not refer to generated employment.

Table 8: Overview of management and technical functions

| Key functions | Description of roles | Comparison between programmes |
|--|--|--|
| CTA | Overall responsibility for management, planning and implementation to encompass progress and achievement on the four objectives and training of government staff and contractors. Determination of strategic direction within a phase (to the extent possible) and between phases. | No significant differences in the function. In Lebanon the CTA has overall responsibility for the oversight of the ILO / UNDP collaboration and performance of projects implemented by UNDP under the collaboration (see D5 under “Validity of design” and EY1 , EY2 and EY4 under “Efficiency”). |
| Engineers | Planning and scheduling of projects and works and recording of progress. Supervision, guidance and oversight in the field. Support the CTA on technical parts of training. | No major differences. Senior international engineers with expertise in LRBT technology and related planning and implementing on both programmes (2 in Jordan, 1 in Lebanon). Required at present because of lack of national expertise. |
| Procurement | Procurement of contractors and products and services. Support the CTA on training for contractors on costing and bidding and planning and implementing works. | This is a key function for contractor operation in Lebanon since there are special conditions for LRBT contracts stipulating the methods to be employed and gender and PwD inclusion conditions. In Jordan in JP-II there was a similar role. In JP-III there is no contractor engagement but providing training for partner municipality staff in procurement of materials and services and monitoring procurement are important. |
| Financial management | Support the CTA in financial planning and budgeting and monitoring and reporting on expenditure and financial stewardship. | The financial management functions are similar between programmes. A key difference is that in Lebanon procurement and financial management are combined in one post which works well because procurement tends to be concentrated within the early stages of phases while financial management is a continuing activity. In Jordan, the role includes payroll management for project participants who are paid electronically. Payment is managed directly by the programme office. |
| Monitoring and evaluation | Monitoring of progress and performance on employment generation (including inclusion) and related data management. Commissioning of related evaluation studies, reporting on them and recommending any actions. | The functions are similar between the programmes with the exception that accurate data on number of days of employment is needed every month to enable processing of payrolls. The monitoring and evaluation officers Jordan and Lebanon were responsible for inclusion until recently. In Lebanon a decent work and gender advisor has recently been appointed. |
| Environmental and social safeguards | Monitoring compliance with environmental and social safeguards. Managing the grievance process. | There is no significant difference in the requirements. However the mode of operation has been different between the two countries. In Lebanon, technically qualified SSOs have supported the engineers in site supervision while in Jordan until recently there has been a safeguard officer focused on safeguard issues only. The safeguard function has been strengthened to include three safeguard inspectors and a helpline assistant. |
| Support | Administration, transport and logistics. | There is no significant difference in the requirements though the specifics differ between programmes because of the scale and scope. For example, data entry support is required in Jordan because of the need for timely entry of employment information for paying workers every month. |

Concern has been raised by the donor on the high operational overhead associated with the structure and functions outlined in Table 8 in Lebanon. The functions outlined are needed for the efficient operation of the programme and for assuring good quality combination of employment generation and investment in assets. Two approaches to addressing the concern on costs are to: (a) increase the volume of work undertaken which would bring the overhead down, or (b) look for some efficiency improvements. On the former, the manner in which the ILO / UNDP collaboration is structured, in particular the sharing of the project implementation budget between the ILO and UNDP, leaves a smaller implementation budget for the ILO EIIP component and no cost saving synergies. As a consequence the overheads for the ILO EIIP component are relatively high in relation to the implementation budget.

On **EM2** (division of work and responsibilities - programmes and governments), the roles and responsibilities are generally clear and work well with implementing ministries⁷¹ and administrations in both countries. They are also clear with respect to the policy ministries but there are some concerns in the manner in which they function as noted under “Efficiency” in relation to **EY5** (efficiency issues related to short and overlapping phases). In Jordan the JORISS process for approval of all international aid is slow and causes delays. In Lebanon, the requirement for approval of projects by the PMC delays and constrains the selection of projects. Issues with formulating and implementing policy on the status of Syrian refugees in the labour market and issuing of work permits in both the countries have been obstacles against the achievement of employability after EIIP employment objective (see “Validity of design” and **IM3** under “Impact”).

Communication effectiveness between the programmes, the ILO Regional Office and technical department (**EM3**) outlined under “Validity of design” are generally effective in both the countries. There is coherent responsive communication between the programme CTAs and the Regional Directorate which provides oversight and support and approves implementation agreements and expenditure above specified levels. ILO ROAS and ILO Headquarters have been sensitive to the concerns of the donor about programme overheads and have reduced them from the standard 13 per cent to 10 per cent.

On **EM4** the importance of monitoring combined with technical supervision and support in the field for the programme to monitor progress and achieve targets on objectives (a) and (b) has been highlighted earlier (see **EM1** which refers to “Validity of design” and “Efficiency”). In general effective systems have been put in place to produce the information required for monitoring. The systems for recording employment data, project progress and financial information is MS Office Excel based which is more than adequate for the purposes. Biannual reports are produced and submitted to ILO ROAS, PROGRAM⁷² and the donor. In Lebanon there is reporting to the PMC which meets regularly and monthly updates are provided to the donor and ILO ROAS. A role of monitoring combined with supervision and support in the field is to respond flexibly to issues as noted in relation to **D1** under “Validity of design”.

The M&E systems and reports have evolved over time and are now in sound forms. The structure of the Lebanon programme biannual reports is preferable because it is much tighter covering all the essential elements. The project completion reports⁷³ in Lebanon are a very good model for producing a rounded view of the contribution of each project to meeting the programme objectives and wider

⁷¹ The distinction between policy and implementing ministries was made in section 3 (Evaluation Methodology and Evaluation Questions). Policy ministries and agencies make and implement policies. Implementing ministries and agencies partner the EIIPs to implement projects.

⁷² Strategic Programming and Management Department, ILO.

⁷³ EIIP Lebanon Team (2019e,f,g,h,i,j and k).

impact. In December 2019 the second biannual report for JP-III for the period 1st May to 31st October 2019 was not available. The reporting period had been extended to 31st December and the draft report has been completed since then. There have been some changes in the targets in the original results matrices. While various project documents report on the changes, reports would be helpful for the EIIP Teams and readers of the reports.

On both programmes employment, financial and project progress information is in different “pockets”. While it is brought together in the reports when required, a more integrated Excel based system would make it easier for the teams to access and share the data for monitoring progress and report preparation.⁷⁴ Software such as Microsoft Power BI can initially be trialled at no cost and can be used within the organisation at a relatively modest cost.

4.8 Sustainability

The two dimensions of sustainability identified for inclusion in the evaluation in specific question **SU1** are preservation of improved assets and improved livelihood of participants. There are challenges on both these dimensions. The maintenance of improved assets dimension has a number of interrelated facets: (a) sufficient financial provision; (b) development of capabilities to maintain assets, and (c) institutional arrangements and incentives to operationalise the maintenance arrangements. In Lebanon, for each ILO implemented project, there is a final inspection and project handover document which includes an undertaking by the municipality: (a) to provide sufficient funds for maintaining the assets and meeting any operating expenses, and (b) to maintain the asset. An illustration is the Tal Abbas rural road project in Lebanon. The handover agreement signed by all parties involved⁷⁵ states: *“from the date this agreement is signed, the Municipality of Tal Abbas al Gharbi shall be responsible for allocation of annual maintenance budget and will carry out continuous maintenance to sustain and safeguard the good condition of the works.”* For the water reservoir project in Hammana in Lebanon there is a similar agreement. The municipality is responsible for the water supply which is important for the local community and has committed to maintaining and operating the system including paying for electricity and assigning an operator. The Hammana project illustrates the relevance of the importance of the asset to the municipality, in this case improving the water supply, for securing municipal commitment to maintenance.

Both the programmes have contributed to establishing a foundation for sustainable road maintenance by working with national partners. On JP-II in Jordan with respect to road maintenance, MPWH has adopted performance based management contracts introduced by EIIP Jordan for maintenance and has established routine maintenance teams for highways (see **EY1** and **EY2**) though whether it has the resources to operate on the same scale in Irbid and Mafraq as the EIIP is not known. Nevertheless it was reported that 2020 was to be MPWH’s “year of maintenance”. For maintenance of Phase I and new roads and the MoA and municipal community works in JP-II, the expectation incorporated in the implementation agreements is that maintenance of improved assets would continue. Further, under JP-II there was substantial training input for contractors and staff of the relevant agencies on maintenance. In interviews, municipal and MoA officials indicated that they have insufficient resources for continuing maintenance at the required level. In Lebanon LP-III has road maintenance projects in which MPWT is engaged (see **EY1** and **EY2**) with the potential of developing a sustainable employment based road maintenance strategy.

⁷⁴ There could also be some “freemium” business intelligence software which could help with data presentation and visualisation.

⁷⁵ The mayor on behalf of the municipality, the CTA on behalf of EIIP and the contractor (see EIIP Lebanon Team, 2019f).

The second dimension in **SU1** (improved livelihood of participants) is a major challenge for EIIP projects providing short-term employment. They have been referred to in section 2 (“Purpose of the evaluation and status of objectives”) and addressed under “Impact” (**IM4**). On **SU2** (national partners’ ownership and commitment) and **SU3** (operation and maintenance agreement and resources), the Lebanon EIIP maintenance agreements referred to above offer a good model for improving sustainability (**SU4**). **SU5** (whether continuation justified) is considered alongside overall performance below.

4.9 Overall performance

The parameters for the assessment of overall performance are: (a) the features required in sound EIIPs; (b) how well the management and performance of the two programmes match these features, and (c) the specific context. The main dimensions of the context are: (a) the need to adapt the approach to the difficult context of a crisis imposed on the two countries; (b) lack of experience in the countries in the LRBT approach, and (c) the relatively high cost of labour combined with high unemployment. Within these parameters, the programmes are performing well on the two core EIIP objectives of: (a) short-term decent employment creation complying with the balance between refugee and host community participation and inclusion requirements, and (b) public asset creation, improvement or maintenance.⁷⁶

The programmes have also initiated a sound approach to addressing objective (c), strengthening institutional and technical capacities and influencing policy for extending the employment intensive approach in scope and over time beyond the EIIPs. Success on this objective requires a longer term effort and is challenging even in more conducive environments. The approach adopted, of continuing engaging with national and local government and external agencies is a sound one.

On objective (d) employability and livelihood improvement for participants beyond programme employment, the programmes have made creditable efforts to obtain work permits for the refugees to enable them to regularise their participation in the labour market, but have been constrained by government policies and how effectively they are implemented. On improving livelihood prospects for Syrians and hosts beyond project employment, longer term engagement with other national and international agencies is needed. On the basis of this assessment of performance, continuation is justified (**SU5**).

4.10 Appraisal of the regional evaluation approach

The regional evaluation approach has been a more challenging undertaking than envisaged because of the large number of issues to be addressed, some common to the two programmes and some programme specific, in addition to the country context and thematic features. Nevertheless it was a worthwhile exercise not only for efficiency reasons but more importantly for the lessons that each team can take away from the practice of the other, joint lessons for both parties and evidence to influence the other stakeholders.

For the evaluator there were insights and lines of inquiry from each programme which were useful in evaluating the other. The access afforded by both programme teams to information and frank discussions during and outside the country visits were invaluable in developing a comprehensive and rounded view. With hindsight, an undertaking of this nature should be a two person assignment (with the two persons working jointly on the cluster evaluation, and not one person per country, to get the

⁷⁶ These are the first two of the four core objectives summarised in xxxx which form the basis of the evaluation.

full benefit from the collaboration), not just because of the scale of the task but more importantly for the perspectives that two persons bring to a task of this complexity.

5. Conclusions, recommendations and lessons

5.1 Conclusions

The conclusions are related to the four objectives which have formed the focus of this evaluation:

- (a) short-term decent immediate employment creation with requirements for balance between refugee and host community participation, inclusion (per cent of women and disabled persons participating);
- (b) improvement or preservation of infrastructure and other public assets including municipal and environmental;
- (c) strengthened institutional and technical capacities and policy influencing for extending the employment intensive approach beyond the EIIPs, and
- (d) employability and livelihood improvement for participants beyond short-term programme employment.

The conclusions are pitched at a broad level to avoid repetition of details in the previous sections. The lessons and recommendation relate to these conclusions and the findings from the evaluation in the earlier sections.

JP-II and LP-I+II have performed well on objective (a). Both the phases have exceeded the worker days generated target, albeit with some delays because of the time it takes to prepare, and select projects and obtain the necessary approvals. The number of jobs created (minimum 40 days of employment) target is more challenging, especially for contractor operation and the donor has shown tolerance by adjusting the number of jobs target in both countries. The number of jobs target has been easier to achieve for maintenance and municipal community works in Jordan. The delays in starting projects combined with short planned phases are problematic. A recommendation arising from this is longer planned future phases with planned overlaps.

Three positive areas of note with respect to objective (a) are: (i) the success in securing the participation of women and the initiatives in both countries to secure and increase their participation; (ii) the access to employment provided for PwDs in Jordan,⁷⁷ and (iii) introducing decent employment practices in sectors in which traditionally there are deficits in this respect.

On the creation or maintenance of assets, the works in JP-II and ILO implemented LP-I+II are well supervised and completed to good standards.⁷⁸ Training of contractors and officials and good supervision and monitoring are required for efficient employment intensive project implementation in the context of relatively high cost of labour. EIIP projects are intended to be of economic, social or environmental value and of high priority to ensure that the added value of the projects justifies the use of the employment intensive approach as opposed to less added value CfW.

The relatively higher cost of supervision and management to ensure good quality asset creation and compliance with decent work conditions is a feature which differentiates EIIP from other forms of CfW. The compensating benefits are the value added of the productive work in asset creation and maintenance and the potential for adoption on a larger scale. Over time, the economies of scale from larger scale operations and development of national capacity would bring the costs down.

There is a range of labour intensities on the two programmes. On asset creation projects in Lebanon labour intensities range between 28 to 57 per cent. In road maintenance in Jordan the labour

⁷⁷ There was no minimum requirement to employ persons with disabilities in LP-I+II. There is a minimum requirement of 2 per cent in LP-III.

⁷⁸ The UNDP implemented LP-I+II projects are also expected to be completed to a good standard but have been delayed because of contractor failure as noted earlier.

intensities are about 60 per cent or higher depending on the maintenance requirements. Stipulation of very high labour intensities, for example 80 per cent for municipal community works in JP-III, has led to some activities such as refuse clearance which do not fulfil the criterion of combining employment generation with asset creation or maintenance. For JP-IV, the “target” labour intensities are 85 per cent for municipal community works and 45 per cent for work on roads. Both these impose constraints which limit the effectiveness of the asset creation aspect.

On municipal works, the idea of competitive bidding by municipalities for inclusion in the programme, which arose from internal regional EIIP discussion and which is being considered for adoption by the Jordan EIIP CTA, has much merit. Municipalities should be guided to propose projects of demonstrable impact and which are particularly suited for labour-based methods innovative and with potential to make sustainable impact.⁷⁹ For competitive bidding and the LRBT approach to achieve its full potential, the Jordan EIIP would require labour intensity conditions similar to those for EIIP in Lebanon.

The type of road works which could be done in the phase would also be constrained by the minimum 45 per cent stipulation. In summary, a clear common understanding is needed between the key stakeholders on the differentiation between EIIP and lighter cash for work and the rationale for the differences in the labour intensities which are acceptable in Jordan and Lebanon to realise the full potential of the labour-based approach.

An issue related to asset creation is the need for commitment to the maintenance of new or improved assets. In Lebanon, at project handover to the partner municipality, an agreement is signed that the municipality will undertake to maintain the asset. This is a good model to follow though it may not be appropriate for all types of EIIP projects, for example the road maintenance activities in Jordan where a transition is needed from maintenance being initiated during the programme and a planned transition to the relevant national or local agency taking it over.

Objective (c) addresses the sustainability of the employment intensive approach built on strengthened institutional and technical capacities and policy influencing during the programme. This is a particularly challenging objective in most contexts. The challenges are more severe in Jordan and Lebanon because of the crisis situation and the relatively high cost of labour. In the short-term the approach of continuing engaging with national and local government and external agencies to promote expansion and policy change is a sound one. In Lebanon the engagement is with MoSA and MoL. In Jordan, engagement with a number of ministries (e.g. MPWH, MoLA and MoA) seems appropriate. In the longer run advocacy for LRBT to be a component in a pro-employment national strategy could be the goal.

Objective (d) employability and livelihood improvement for participants beyond programme employment, has two dimensions. The first is the regularisation of the status of Syrian refugees through the issuance of work permits and the second is improving livelihood prospects for Syrians and hosts beyond project employment. On the first, despite creditable efforts in both the countries on the part of the EIIP teams and ILO ROAS, the challenge remains. On the second, it is necessary to investigate whether providing longer duration of work and more cash income would enable participants to improve their longer-term livelihoods and exploring the potential of engaging with national and international agencies which have the remits of supporting the poor and vulnerable to improve their skills or seek employment.

National sustainability is the desirable outcome for most development interventions. However in the externally imposed special circumstances the two countries face, national sustainability needs to be reinterpreted to include a requirement for continuing external assistance for some time to come.

⁷⁹ Also see discussion of **ET7** (efficiency of direct labour in municipal works), **ET8** (selection of municipal partners - process and performance) under “Effectiveness” and **SU1** under “Sustainability”, in particular the example of the water supply project in Hammana which underlines the importance of the asset to the community and municipal commitment to maintenance.

5.2 Lessons to be learnt and recommendations

In broad terms the lessons to be learned and recommendations fall in the following broad areas: (a) mutual learning from good practice between the programmes; (b) longer phases with short overlaps for better use of resources and continuity; (c) in Jordan a greater focus, based on the lessons from JP-II and JP-III, on sectors and project types compatible with the employment intensive approach, and (d) a restructuring of the partnership between the ILO and UNDP in Lebanon or its discontinuation.

Figure 7: Learning between the Jordan and Lebanon EIIPs










| | |
|---|---|
| | |
| Management information systems | Jordan  Lebanon |
| Project proposal and results matrix development | Jordan  Lebanon |
| Grievance mechanisms / helpline | Jordan  Lebanon |
| Electronic payment | Jordan  Lebanon |
| Wider sector scope | Jordan  Lebanon |
| Worker recruitment | Jordan  Lebanon |
| Reports (Biannual and end of project) | Jordan  Lebanon |
| Advisors in ministries | Jordan  Lebanon |
| Multi-functional technically qualified Safeguard Officers | Jordan  Lebanon |

Figure 7 provides an overview of the mutual lessons to be learnt between the two programmes. The recommendations arising from them are incorporated in Table 9 which brings together all the recommendations and identifies the key stakeholders' engagement required to implement them. Higher level lessons learned and good practice examples are set out in Appendix K and Appendix L respectively.

The first three items in Figure 7 are for mutual learning between the two teams. The first item in Figure 7 relates to **EM4**, in particular the two EIIP teams collaborating to develop an Excel based management information system (MIS) at modest cost to access data for monitoring progress and report preparation. The MIS will not be identical for the two programmes because of differences in the specific situation between the two countries. There will also be areas of mutual learning, for example in the way in which the biannual reports are presented and data presentation and visualisation systems.

On the second item in Figure 7, it was noted in section 3 that the results based matrices vary in their contents and presentations between the programmes and phases. To some extent there will be variations because of the specifics of the phases and modules but given the similarities of the programme objectives and activities, the programmes are both EIIPs in crisis contexts, standardisation on the programme objective, modules, outcomes and outputs is a good base which could be adapted for specific contexts. The standard frame would also form a basis for scrutinising the rationale for proposed changes to the objectives and programme design, for example such as the difference between JP-II and JP-III in Jordan. On the grievance mechanism there is scope for mutual learning since

the two programmes have different approaches which could be combined into a comprehensive system.

Three areas of potential learning for the Lebanon EIIP from the Jordan EIIP are: (a) electronic payment of participants, if this is feasible in the Lebanon context; (b) wider sector scope, as during JP-II, and (c) more consistent, open and transparent process for recruiting participants. On the sector scope, the Jordan EIIP team should explore the potential to revert to the multi-partner model adopted in JP-II in view of the issues which have arisen working solely on municipal community works in JP-III.

Three areas of potential learning for Jordan from Lebanon are: (a) reports, notably the end of project and biannual reports; (b) an advisor placed in a key policy ministry, and (c) technically qualified safeguard officers who combine the safeguard and work supervision functions on site. Underlying the reports there is a M&E plan and process from which there could be some learning.

Table 9 presents the set of recommendations arising out of the evaluation separated into 6 categories:

- Strategic recommendations for both Jordan and Lebanon EIIPs.
- Operations related recommendations for both Jordan and Lebanon EIIPs.
- Strategic recommendations for the Jordan EIIP.
- Operations related recommendations for the Jordan EIIP.
- Strategic recommendations for the Lebanon EIIP.
- Operations related recommendations for the Lebanon EIIP.

The table provides explanatory notes on the recommendations and shows the role of the main stakeholders if the recommendation is to be followed up though in most cases this is fairly obvious. The numbers (1) or (2) in the stakeholders column indicate whether it is a recommendation which could be implemented within the current phases (1) or would need to await the next phases (2). The mutual learning collectively or from the good practice of one or the other programmes are included in Table 9.

While the areas on which the two programme teams could benefit most from learning collectively or from each other have been set out, they are not exhaustive and indeed there could be benefit from consulting each other in other areas as well. There is interdependence between some of the recommended actions which it might be best to pursue together. For example, “Rebalance employment and asset creation and preservation objectives” and “Review sector and project type scope to widen portfolio to include a range of asset creation and maintenance activities” for Jordan have some complementarities.

Table 9: List of recommendations arising out of the evaluation

| Recommendations | Comments | Stakeholders (current operations - (1); future phases - (2)) |
|--|---|--|
| Recommendations for Jordan and Lebanon EIIPs - Strategy | | |
| 1. Future phases to be of 2 to 2.5 years with a 6 month overlap between phases. | <i>The 2 to 2.5 years length would enable planning over 2 annual project implementation cycles. 6 months overlap would make good use of staff resources while one phase is winding down and preparatory work is required for the new phase and absorb delays.</i> | <i>Donor (Key decision maker). ILO ROAS and EIIP Teams to make the case. Government to be consulted. (2)</i> |
| 2. Prepare strategy papers to review sector and project type scope to widen portfolio to include a range of asset creation and maintenance activities and influence policy. | <i>In Jordan in conjunction with need to rebalance to diversify from the dominance of higher labour intensity municipal community works. In Lebanon, to explore options outside the municipal sector. LP-III includes road maintenance projects in collaboration with the Ministry of Works and Transport.</i> | <i>Project Teams (Responsibility). ILO ROAS and EMP/INVEST to provide technical and admin support. Donor to be consulted and to approve. Engagement with relevant parts of the government and local administrations as potential partners. (2)</i> |
| 3. Explore feasibility of competition between municipalities to propose projects. | <i>The criteria for selection of projects for implementing to include demonstration of value of the project to the municipality, key performance indicators by which the realisation of value can be assessed post-construction / improvement and commitment and resources to maintain.</i> | <i>Project Teams (Responsibility). ILO ROAS and EMP/INVEST to provide technical and admin support. Donor to be consulted and to approve. Engagement with relevant parts of the government and local administrations as potential partners. (2)</i> |
| 4. Review and standardise project proposal and results matrix format and content allowing for variations where necessary. | <i>Results matrices vary in their presentation and substance of programme objective, modules objectives, outcomes and outputs. This would require review of the project context and long-term strategy.</i> | <i>Project Teams (Responsibility). ILO ROAS and EMP/INVEST to provide technical and admin support. Donor and relevant parts of the government to be consulted. (2)</i> |
| 5. Conduct tracer studies of participants with varying lengths of EIIP employment to assess whether longer period of employment and related higher earnings improve longer term livelihood prospects. | <i>The tracer studies using evidence for participants who have worked for a range of lengths would provide evidence on whether participants working longer would have better longer term livelihoods prospects and inform the decision on the length of contracts for workers.</i> | <i>Project Teams (Responsibility). ILO ROAS and EMP/INVEST to provide technical and admin support. Donor and relevant parts of the government to be consulted. (1)</i> |
| Recommendations for Jordan and Lebanon EIIPs - Operations | | |
| 6. Develop low-cost integrated management information systems (MIS) for the teams for monitoring and internal and external reporting. The MIS would enable reporting of updated results matrices if they are modified (also see recommendation 7). The monthly | <i>On both programmes employment, financial and project progress information from "pockets" is brought for reporting. A more integrated Excel based system would make it easier for the teams to access, visualise and share the data for report preparation and monitoring progress.</i> | <i>Project Teams jointly (Responsibility). ILO ROAS and EMP/INVEST to provide technical and admin support. (1)</i> |

| Recommendations | Comments | Stakeholders (current operations - (1); future phases - (2)) |
|---|--|---|
| internal reports should be shared with the Regional M&E Officer. The recommended MIS would make this easier. | <i>Software such as Microsoft Power BI can be trialled at a relatively modest cost.</i> | |
| 7. When targets and indicators in the results matrix are modified and updated version of the results matrix should be produced and made available in the MIS. | <i>There are changes to targets during the programme. Maintaining an updated matrix to be included in the bi-annual reports and in the MIS would keep all informed</i> | <i>Project Teams (Responsibility). (2)</i> |
| 8. Design a comprehensive easy access mechanism for dealing with grievances, concerns and inquiries. | <i>On the grievance mechanism there is scope for mutual learning since the two programmes partially address the issue in different ways. A combination of the two approaches would produce a sound mechanism for dealing with grievances, concerns and inquiries.</i> | <i>Project Teams jointly (Responsibility). ILO ROAS and EMP/INVEST to provide technical and admin support. (1)</i> |
| Recommendations for Jordan EIIPs – Strategy | | |
| 9. Consider placement of an advisor in a key ministry or ministries. | <i>There are benefits of such a placement in promoting the LRBT approach and influencing policy. This could be an outcome of the strategy paper (see recommendation 2 above). The challenge would be to determine which ministry or ministries since in Jordan EIIP has engaged with a number of ministries.</i> | <i>Project Team (Responsibility). Donor approval and support needed. ILO ROAS and EMP/INVEST to provide technical and admin support. (2) (Lebanon to Jordan learning)</i> |
| 10. Review with the donor the rationale for the high labour intensities stipulation and make the case for the same labour intensity stipulation as in Lebanon. | <i>There is a need to rebalance the employment and asset creation and preservation objectives to be compatible with the EIIP approach and consistent with the Lebanon EIIP. In JP-III and JP-IV, the high labour intensity targets limit the asset creation potential of EIIP. JP-II demonstrated the potential to some extent but not fully.</i> | <i>Donor (Key decision maker). The EIIP team, ILO ROAS and EMP/INVEST to make the case. Government to be consulted. (2)</i> |
| Recommendations for Jordan EIIPs - Operations | | |
| 11. Appoint technically qualified safeguard officers (or train appointed safeguards inspectors) who combine the safeguard and work supervision functions on site. | <i>The SSOs in Lebanon combine safeguard functions with technical oversight and support on site. The feasibility of this model which improves supervision should be explored.</i> | <i>Project Team (Responsibility). ILO ROAS and EMP/INVEST to provide technical and admin advise and support. (1) (Lebanon to Jordan learning)</i> |
| 12. Consider adopting the Lebanon model for bi-annual and end of project reports. | <i>The Lebanon bi-annual projects have a neat and succinct structure which has all the relevant information and also updates on any revisions to targets and other developments. The annexes also demonstrate the comprehensiveness of the monitoring the process. The end of project reports include a summaries of employment, project completion and financial data and a</i> | <i>Project Team (Responsibility). ILO ROAS and EMP/INVEST to provide technical and admin advise and support. (1) (Lebanon to Jordan learning)</i> |

| Recommendations | Comments | Stakeholders (current operations - (1); future phases - (2)) |
|---|--|---|
| | <i>broad appraisal of its output and value to the community. The handover document includes a commitment to maintain.</i> | |
| Recommendations for Lebanon EIIPs - Strategy | | |
| 13. Modify PMC's role in project selection to set the guidelines and criteria for project selection but leave the selection of projects to the EIIP team. Competition between municipalities proposing projects would be an option (see Recommendation 3). | <i>At present, PMC reviews the selection of the short list of projects and government representatives can and do reject selections. The recommendation would leave the decision based on pre-set technical need and geographical balance criteria. In conjunction with the municipal competition, this would improve project selection.</i> | <i>Joint decision of the government, donor, ILO ROAS and EIIP team.</i> |
| 14. Develop an alternative to the current ILO / UNDP collaborative operation form for the EIIP. The decision to not retain the collaboration for future phases has been taken since the evaluation mission. | <i>The potential benefits of combining complementary knowhow and experience have not materialised and lack of cost saving synergies have led to high overheads. Alternatives to the collaboration were under consideration during the evaluation. A decision has been made to discontinue the collaboration form.</i> | <i>Joint decision of the donor and ILO ROAS.</i> |
| Recommendations for Lebanon EIIPs - Operations | | |
| 15. Consider making the worker recruitment process more transparent with public announcement for the employment opportunities and an open process for recruitment using a ballo if the number of persons seeking work exceeds the number of jobs. | <i>Formally the process is intended to be open and transparent but in practice there is variation and working through contractors makes the process more challenging. But need to be reviewed with the SSOs playing a key role..</i> | <i>Project Team (Responsibility). (1) (Jordan to Lebanon learning)</i> |
| 16. Consider following the Jordan EIIP model for conducting the workers' and "do no harm" surveys. | <i>The one workers' survey in Lebanon the evaluator had access to was part of a perceptions and workers survey study. The analysis lacked detail. The data on women's responses was not analysed separately. The Jordan survey had a larger sample and more comprehensive set of questions.</i> | <i>Project Team (Responsibility). (1) (Jordan to Lebanon learning)</i> |
| 17. Explore feasibility of introducing electronic payment | <i>Electronic payment has been successfully implemented in Jordan and has offered obvious advantages - direct payment to the worker, no need to handle cash, and accurate records. Whether the EIIP Team should manage and process the payments and how the process would be managed if contractors remain responsible needs to be examined.</i> | <i>Project Team (Responsibility). (1) (Jordan to Lebanon learning).</i> |

Appendix A: Terms of Reference (ToR) for Cluster Project Evaluation of “Employment Intensive Infrastructure Programme” in Jordan and Lebanon



INTERNATIONAL LABOUR ORGANIZATION

Terms of Reference (ToR) for Cluster Project Evaluation of “Employment Intensive Infrastructure Programme” in Jordan and Lebanon

| 1. KEY FACTS | |
|------------------------|--|
| TC Symbol: | LBN/16/03/DEU (Phase I+II) LBN/18/01/DEU (Phase III) JOR/16/01/MUL (Phase II) JOR/17/08/DEU (Phase III) JOR/18/05/DEU (Phase IV) |
| Country: | Lebanon & Jordan |
| Project titles: | Lebanon: Employment Intensive Infrastructure Programme(Phase I+II and Phase III) Jordan: (Phase II, III, and IV) |
| Duration: | LBN/16/03/DEU (Phase I+II) 35 months, including no-cost extensions (final) LBN/18/01/DEU (Phase III) 24 months, including no cost extension (midterm) JOR/16/01/MUL (Phase II) 25 months including the two no cost extensions (final) JOR/17/08/DEU (Phase III) months 18 months including no cost extension (final) JOR/18/05/DEU (Phase IV) months 21 months (midterm) |
| Start Date: | 16 December 2016 LBN/16/03/DEU (Phase I+II) 18 December 2018 LBN/18/01/DEU (Phase III) November 2017 JOR/16/01/MUL (Phase II) |

| | |
|-------------------------------------|---|
| | 01 November 2018 JOR/17/08/DEU (Phase III) 12 December 2018 JOR/18/05/DEU (Phase IV) |
| End Date: | 31 December 2019 LBN/16/03/DEU (Phase I+II) 31 December 2020 LBN/18/01/DEU (Phase III) 31 December, 2019 JOR/16/01/MUL (Phase II) 31 April , 2019 JOR/17/08/DEU (Phase III) 11 September, 2020 JOR/18/05/DEU (Phase IV) |
| Administrative unit: | Regional Office for the Arab States (ROAS) |
| Technical Backstopping Unit: | Regional Office for the Arab States (ROAS), EMP/INVEST |
| Collaborating ILO Units: | Employment-Intensive Investment Unit (EMP/INVEST), SKILLS, DEVINVEST |
| Evaluation requirements: | Independent Midterm and Final Evaluation |
| Donor: | Germany, KfW Development Bank |
| Budget: | LBN/16/03/DEU (Phase I+II) EUR 11,945,000 (USD 12,680,467) LBN/18/01/DEU (Phase III) EUR 14 m (USD 15,927,189) JOR/16/01/MUL (Phase II) USD 11,792,453 JOR/17/08/DEU (Phase III) EUR (USD 5,685,050, 5 Million Euros) JOR/18/05/DEU (Phase IV) EUR (USD 22,753,128 ,20 Million Euros) |

2. BACKGROUND INFORMATION

2.1 PROJECT BACKGROUND

LEBANON: LBN/16/03/DEU (Phase I+II) and LBN/18/01/DEU (Phase III)

Nine years into the Syria conflict, Lebanon remains at the forefront of one of the worst humanitarian crises of our time. The Government of Lebanon (GoL) estimates that the country hosts 1.5 million⁸⁰ of the 6.3 million Syrians who have fled the conflict since 2011 (including 952,562 registered with UNHCR as of end of September 2018⁸¹). The Syrian refugee population in Lebanon remains the fourth largest refugee population in the world and the largest concentration of refugees per capita.

The Syria conflict has increased vulnerabilities and exacerbated pre-existing development and labour market challenges in Lebanon. High unemployment, competition for work and informality has contributed to social tension between Syrian refugees and host communities. Infrastructure that prior to the crisis was already sub-standard has suffered greatly under the influx. It is therefore important to strengthen the resilience of local host communities by providing job opportunities and improved capacity for economic development and service provision.

Responding to the continuing Syrian refugee crisis, EIIP Lebanon Phase III of the Lebanon Employment Intensive Infrastructure Project builds on the past 2 years of experience of employment intensive work in Lebanon, EIIP Lebanon Phase I+II, with the objective to create jobs for vulnerable Lebanese host community members and Syrian refugees through Local Resource-Based Technology (LRBT) and Decent Work strategies that are applied in labour-based construction of locally prioritised productive infrastructure, maintenance and environmental works.

ILO is leading the overall implementation of the project in partnership with UNDP and in collaboration with the Ministry of Labour and the Ministry of Social Affairs⁸².

The joint UNDP/ILO project team formed in Phase I+II is continued in Phase III. EIIP Lebanon is headed by the ILO Chief Technical Advisor (CTA), coordinating closely with the UNDP CTA of the Lebanon Host Communities Support Programme (LHSP).

JORDAN:

JOR/16/01/MUL, JOR/17/08/DEU (Phase II), JOR 17/08/DEU (Phase III), and JOR/18/05/DEU (Phase IV).

According to the estimates from the Department of Statistics (DOS), there are about 1.3million Syrians residing in Jordan, including over 655,000 registered refugees, the vast majority of whom arrived more than four years ago. Today, Syrians represent 46% of the 2.9million non-Jordanian population and 13.2% of the overall population in the Kingdom.

Jordan has for the most part maintained an open border policy to allow Syrian refugees into the country through its two official crossings. However, these migration flows generated a heavy strain on Jordanian society, its natural resources, its traditional trade routes and its economy, including the labour market. Competition for jobs has, in limited instances, led to social tensions between Jordanians and Syrians.

Jordan is used to double-digit unemployment rates but, in recent years, was able to maintain levels relatively stable. In 2014, the unemployment rate was 11.9%, and since then has been increasing relentlessly to reach

⁸⁰ 1 LCRP 2017-2020 (2018 update).

⁸¹ 3 UNHCR registration data as of 31 March 2018.

⁸² A new government was formed in February 2019 following election in May 2018.

18.7% in the fourth quarter of 2018, which represents an unprecedented level unseen in the last 25 years. This creates a lot of pressure on the government and complicate the situation in Jordan.

In February 2016, while the crisis continued mounting, the Jordanian Government and international actors, led by the European Union (EU), agreed on the implementation of the Jordan Compact to promote sustainable livelihoods for Syrian refugees and vulnerable Jordanians. The Compact is designed around three interlinked pillars: (i) Turning the Syrian refugee crisis into a development opportunity that attracts new investments and opens up EU markets, creating jobs for Jordanians and Syrian refugees whilst supporting the post-conflict Syrian economy; (ii) Rebuilding Jordanian host communities by adequately financing the resilience of host communities; and (iii) Mobilizing sufficient resources to support the macroeconomic framework and address Jordan's financing needs, as part of Jordan entering into an extended agreement with the International Monetary Fund (IMF).

The Compact received USD 1.65 billion in 2016 and USD 1.72 billion in 2017 of contributions from international donors, and committed the government of Jordan to issue up to 200,000 work permits to Syrian refugees. In addition to financing, EU agreed to relax its Rules of Origin to facilitate the access to the EU market of companies operating in Jordan Special Economic Zones (SEZs) and employing a minimum of 15% of Syrian refugees in the first two years, and 25% after the second year. In order to complement these efforts, the World Bank Group (WBG) also extended its support for a holistic approach to the crisis through the implementation of the Economic Opportunities for Jordanians and Syrian Refugees Program for Results Project (P4R). The P4R is a fundamental component of the Compact to mobilize sufficient grants and concessional financing to devise appropriate responses targeting both host communities and refugees in Jordan.

This is the context in which the ILO is collaborating with the German Federal Ministry for Economic Cooperation and Development (BMZ) and the Kreditanstalt für Wiederaufbau Development Bank (KfW) to assist the Jordanian government in ensuring that Syrian refugees and Jordanians can access better living conditions through increased employment and improved infrastructure.

The project signed the first agreement in July 2016 with 10 million Euros to support Jordan with the Refugee Crisis through creating job opportunities for both Syrian and Jordanian men and women at the same time improve the infrastructure in the most affected areas by the Syrian influx.

The BMZ continued the support and supported more Phases of the Project in Jordan Phase II, III and IV and there is Phase V now in the pipeline.

The following table summarizes funds received thus far:

| Project Code | Project Name | Phase | Funds in USD |
|---------------|---|--------------|---------------|
| LBN/16/03/DEU | Creating Decent Work Opportunities for Syrian Refugees and Host Communities Through Infrastructure Improvement in Lebanon | (Phase I+II) | 12,680,467.09 |
| LBN/18/01/DEU | Employment Intensive Infrastructure Programme in Lebanon: Phase III | (Phase III) | 15,927,189.00 |
| JOR/16/01/MUL | The project supports the Government of Jordan in creating immediate jobs through employment intensive programmes in Irbid and Mafraq, for both Syrian women and men refugees and host communities through various interventions | (Phase II) | 11,792,453.00 |
| JOR/17/08/DEU | Employment through Labour Intensive Infrastructure in Jordan, Phase III | (Phase III) | 5,685,050.00 |

| | | | |
|---------------|---|------------|---------------|
| JOR/18/05/DEU | Employment through Labour Intensive Infrastructure in Jordan - Phase IV | (Phase IV) | 22,753,128.00 |
|---------------|---|------------|---------------|

2.2 MODULE OBJECTIVES AND OUTPUTS (annex 1)

2.3 BENEFICIARIES (annex 2)

2.4 Fund Management Arrangements

For EIIP Lebanon, as the lead agency, ILO signs financing agreements with KfW, (for Phase I+II and Phase III) and is responsible for the overall funding volume agreements (for Phase I+II and Phase III)

For EIIP Project in Jordan, ILO is funded by the BMZ through KfW and is implemented by the ILO as sole implementer, signing financing agreements with KfW.

3. PURPOSE AND SCOPE OF THE EVALUATION

3.1 EVALUATION BACKGROUND

ILO considers evaluation as an integral part of the implementation of technical cooperation projects. 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 M&E and Knowledge Management Officer at the ILO ROAS supports the evaluation function for all ILO projects.

In both the Lebanon and Jordan projects, several phases overlap. Therefore, and as stipulated and discussed with KfW, evaluations are clustered in each country. The Lebanon project evaluation is an evaluation of Phase I+II and Phase III (LBN/16/03/DEU (Phase I+II) and LBN/18/01/DEU (Phase III)), whereas the Jordan evaluation is an evaluation of the current overlapping Phase II, Phase III and Phase IV (Phase II JOR/16/01/MUL, Phase III JOR/17/08/DEU, and Phase IV JOR/18/05/DEU).

| Project Code | Project Name | Phase | Start Date | End Date | Funds in USD |
|---------------|---|--------------|------------------|-------------------|---------------|
| LBN/16/03/DEU | Creating Decent Work Opportunities for Syrian Refugees and Host Communities Through Infrastructure Improvement in Lebanon | (Phase I+II) | 16 December 2016 | 31 December 2019 | 12,680,467.09 |
| LBN/18/01/DEU | Employment Intensive Infrastructure Programme in Lebanon: Phase III | (Phase III) | 18 December 2018 | 31 December 2020 | 15,927,189.00 |
| JOR/16/01/MUL | The project supports the Government of Jordan in creating immediate jobs through employment | (Phase II) | November 2017 | 31 December, 2019 | 11,792,453.00 |

| | | | | | |
|---------------|---|-------------|------------------|--------------------|---------------|
| | intensive programmes in Irbid and Mafraq, for both Syrian women and men refugees and host communities through various interventions | | | | |
| JOR/17/08/DEU | Employment through Labour Intensive Infrastructure in Jordan, Phase III | (Phase III) | 01 November 2018 | 31 April, 2019 | 5,685,050.00 |
| JOR/18/05/DEU | Employment through Labour Intensive Infrastructure in Jordan - Phase IV | (Phase IV) | 12 December 2018 | 11 September, 2020 | 22,753,128.00 |

In line with the new ILO evaluation policy which promotes clustering as a means to more strategic learning, the scope of the current evaluation is a clustered evaluation for both Lebanon and Jordan, which would serve to evaluate all overlapping phases in both countries.

The clustered approach is the most efficient and strategic for several reasons, the first being that both projects (in all their phases) cover the same theme (EIIP) and to an extent similar outcome areas which correspond to the EIIP approach such as infrastructure development and maintenance, capital investment creation, institutional capacity building, and job creation through labour intensive works. The two projects work with different stakeholders at country level, and operate in different contexts, which are areas that could be explored for lessons learned.

The evaluation will serve not only to provide analysis according to OECD criteria at country level, but to also make comparisons as and when possible between the two projects, taking into account the contexts. This will foster mutual drawing of lessons and knowledge exchange between the two projects, and identify good practices that would potentially benefit the implementation of both projects.

Purpose

The cluster independent evaluation will be conducted to assess the progress towards the results, identify the main difficulties/constraints, and formulate lessons learned and practical recommendations to improve the programme implementation for ongoing and potentially new phases.

It will provide analysis according to OECD criteria at country level and will examine the efficiency, effectiveness, relevance, potential impact and sustainability of the projects. The evaluation report shall reflect findings from this evaluation on the extent to which the different phases have achieved their stated objectives, produced the desired outputs, and realized the proposed outcomes. This evaluation will also identify strengths and weaknesses in the project design, strategy, and implementation as well as lessons learned with recommendations.

Clustered evaluation for both Lebanon and Jordan, which would serve to evaluate all overlapping phases in both countries, will not only be more efficient but will also make comparisons as and when possible between the two countries, taking into account very different country contexts and also differences in project design. This will foster mutual drawing of lessons and knowledge exchange between the two countries, and identify good practices that would potentially benefit the implementation of both project teams.

The evaluation will comply with the ILO evaluation policy, which is based on the United Nations Evaluation Norms and Standards and the UNEG ethical guidelines.

The knowledge and lessons learned generated by the evaluation will be used by the projects, and ILO ROAS for the remaining phase of the projects, and for the design of the new phases, particularly the design of the new phase in Lebanon which will be prepared towards the end of 2019 and a potential new phase in Jordan in 2020.

Scope

The evaluation will cover the project 'Employment Intensive Infrastructure Programme in Lebanon' (Phase I+II, and Phase III) as well as in "Employment Intensive Infrastructure Programme in Jordan" (Phase II, III, IV) in all their outcomes, outputs, and activities realized so far.

The projects are active in Lebanon and in Jordan, therefore travel will be to Jordan and Lebanon where the project team and government entities are based, as well as the Regional Office for Arab States (ROAS) is located.

The independent cluster evaluation will take place from October 2019 to February 2020, including 4 weeks of field work in Lebanon and Jordan to collect information from different stakeholders. The field visit shall start with initial briefing at the Regional Office for Arab States (ROAS) in Beirut,

The evaluation will integrate gender equality and inclusion of people with disabilities 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 and Jordan, the partner UN agencies, government entities, and the BMZ/KfW. 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 utilises 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, the constituents' priorities and needs, and the donor's priorities for the country;
- ✓ **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 objective and the module objectives and more concretely whether the stated outputs have been produced satisfactorily; in addition to building synergies with national initiatives and with other donor-supported projects;
- ✓ **Impact** - positive and negative changes and effects caused by the project at the sub regional and national levels, i.e. the impact with social partners, government entities, beneficiaries, etc.; special attention should be given to secondary job effects, which are expected to occur in economic infrastructure like agricultural roads, markets or irrigation.
- ✓ **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, in the case of infrastructure this refers concretely to whether operation and maintenance agreements are actually being implemented; the extent to which the knowledge developed throughout the project (research papers, progress reports, manuals and other tools) can still be utilised after the end of the project to inform policies and practitioners,

Relevance and strategic fit:

- ❖ How well do the projects' approaches fit context of the on-going crisis in the two countries? To what extent do the projects fit into national development and humanitarian response plans? Do the projects' designs take into account local efforts addressing the crisis? Are the planned projects' objectives and outcomes relevant and realistic to the situation and needs on the ground? Were the problems and needs adequately analysed?
- ❖ How do the projects' objectives respond to the priorities of the donor (BMZ/KfW) in Lebanon and Jordan?
- ❖ Are the projects' objectives aligned with tripartite constituents' objectives and needs? What measures were taken to ensure alignment?
- ❖ To what extent are the projects' activities linked to the global commitments of the ILO including the Sustainable Development Goals and the agenda 2030?

Validity of design:

- ❖ Are the projects' strategies and structures coherent and logical (what are logical correlations between the development objective, module outcomes, and outputs)? Do the different phases under each of the projects align and are they coherently designed? Do any changes need to be made to the design of the projects? (recommendations for future phases taking into account compliance with the methodology note).
- ❖ What is the impact of short, overlapping Phases?
- ❖ What kind of activities have to be proven to be especially successful and why? Which activities should rather not be continued?
- ❖ How does the design of the two country projects compare, taking into consideration the country contexts and differences in project design? What similarities are there? What differences are there and why, and how can the country projects benefit from those lessons learned?
- ❖ Are the projects' identification and selection processes of interventions logical?
- ❖ Is it appropriate for short duration, overlapping and non-repeating phases to focus on maintenance activities? Do short overlapping phases detract attention from the long term need for maintenance?
- ❖ Are projects phases' timeframes appropriate including (i) project identification (ii) project design including approvals (iii) tender process, and (iv) project implementation?
- ❖ How do the projects governance and staffing structure compare in the two countries, and what are lessons that could be learned?

- ❖ Were projects' assumptions and targets realistic, and did the projects undergo risk analyses and design readjustments when necessary? What are the implications of having short term (two month) contract) on the workers and on the partners who have to follow up on all administrative details and for the project staff? On the other side: What are the benefits of having a two-months rotation and by that reaching more people in total?
- ❖ Do the projects make use of monitoring and evaluation frameworks? How appropriate and useful are the indicators in assessing the projects' 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? Are the assumptions for each module objective and output realistic or did many changes to the originally agreed target values take place? Do the projects make use of project checklists to monitor (a) decent work conditions; (b) working time of workers; (c) decent working conditions; do these checklists reflect indicators and/or agreed standards for the work?
- ❖ Are short term worker contracts consistent between the two projects? What are the impacts of 1) two month working periods (rather than longer periods) and 2) high labour intensity – from a logistical/administrative perspective, and also from a sustainability perspective (the impact on beneficiaries of short two month working periods)?
- ❖ What are the benefits of expanding into other locations in future phases, compared to continuing to work for a longer time in the original locations?
- ❖ Which is more effective: a series of many short phases, or fewer longer phases?
- ❖ Has the project design taken into account gender and inclusion dimensions?

Effectiveness:

- ❖ What progress have the projects made so far towards achieving the development objective and module outcomes? Were targets under each phase reached? In cases where challenges have been faced, what intermediate results can be reported towards reaching the outcomes?
- ❖ Effectiveness and appropriateness of Local Resource Based Technology appropriate and effective for different types of infrastructure, are there differences in the countries?
- ❖ How have stakeholders been involved in projects' implementation, including selection of locations and activities? To what extent has the project management been participatory and has the participation contributed towards achievement of the project objectives?
- ❖ How did outputs and outcomes contribute to ILO's mainstreamed strategies including gender equality, social dialogue, poverty reduction and labour standards?
- ❖ What, if any, alternative strategies would have been more effective in achieving its objectives?
- ❖ What positive or negative unintended outcomes can be identified?
- ❖ Assess the efficiency of carrying out Municipality works in Jordan by direct labour and Municipal supervision, compared to the possible use of contractors (as done in Lebanon)?
- ❖ Assess location, project and activity selection and the involvement of stakeholders in that selection. Should Municipalities be nominated centrally, or should Municipalities be allowed to bid competitively for involvement.

- ❖ What have been specific strategies in terms of breaking gender stereotypes? Have they been successful? What are the next steps ahead?
- ❖ What have been strategies for disability inclusion? Have they been successful? What should be done differently to improve impact?
- ❖ There is difficult balance to strike between a large coverage of many areas and a more focused approach on a limited number of sites – have the projects optimised the options they had in this regard?
- ❖ Have the projects contributed to Peace and conflict prevention?

Sustainability:

- ❖ Are the results achieved by the projects so far likely to be sustainable- in terms of (a) financial sustainability, capabilities, mandate and commitment of stakeholders, (b) sustainable livelihood sources of beneficiaries? What measures have been taken to ensure that the key components of the projects are sustainable beyond the life of the projects? Are they sufficient?
- ❖ To what extent are national partners able and willing to continue with the project? How effectively have the projects built national ownership?
- ❖ Are operation and maintenance agreements for infrastructure in place, and are these actually being implemented? Is there adequate and sustainable funding for O&M?
- ❖ How could sustainability of the measures be increased (e.g. through design changes in the projects)?
- ❖ At this stage, would considering a continuation of the projects be justifiable? In what way could achievements be consolidated? In what way should the next phases differ from the current ones?

Efficiency:

- ❖ To what extent have the projects' activities been cost-effective in terms of creating livelihoods, creating / maintaining assets? How can the labour intensity of the projects be optimised with due regards to the quality of assets created? 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, in particular with regard to the creation of synergies in cost sharing?
- ❖ What were the intervention benefits and related costs of integrating gender equality?
- ❖ For the Lebanon component, comment on efficiency gains/losses resulting from the ILO / UNDP partnership
- ❖ Comment on efficiency of short phases and overlapping phases
- ❖ How could the efficiency of the projects be improved?
- ❖ How could coordination between the different implementing agencies be improved?

Effectiveness of management arrangements:

- ❖ What was the division of work tasks within the projects' teams? Has the use of local skills been effective? How do the projects' governance structure facilitate good results and efficient delivery? How do the 2 projects compare, and what can be learned for efficiency gains?
- ❖ How clear is the understanding of roles and responsibilities and division of labour between projects' staff and government entities?

- ❖ How effective was communication between the projects' teams, the regional office and the responsible technical department at headquarters? Have the projects received adequate technical and administrative support/response from the ILO backstopping units?
- ❖ How effectively do the projects' management teams monitor the projects' performances and results? Do the projects report on progress in a regular and systematic manner, both at regional level, to PROGRAM and the donors? What M&E system has been put in place, and how effective has it been? Do the M&E systems provide for capturing results in terms of women's and PwDs' participation?

Impact orientation:

- ❖ What is the likely contribution of the projects' initiatives to the stated development objectives of the intervention?
- ❖ To what extent do the projects influence long term changes in policy and approaches at the level of the governments? What have been the achievements and shortcomings of the projects in providing formal job opportunities – in particular, in terms of work permits, social protection, and organization / representation? Do the projects influence women's participation in workforce?
- ❖ Special attention in Lebanon: what are the implications of the work permit regulations suggested by ILO for the situation of Syrian refugees in Lebanon (note that this is a sensitive and contested issue).
- ❖ Is the length of contracts adequate to allow for beneficiaries to graduate to longer term job and sustainable source of livelihood?
- ❖ What are the indirect and induced impact of the projects in terms of business growth and job creation, secondary job effects along the value chain? How can it be improved?

Challenges, Lessons learned and Specific Recommendations for the formulation of new Phases:

- ❖ Based on the challenges identified during the implementation of previous phases, how can challenges be addressed in ongoing and new phases?
- ❖ What good practices can be learned from the different phases of the projects that can be applied to future phases of this project or similar future projects?

General

- ❖ Did a regional evaluation prove to be successful? How can future evaluations be implemented to generate the most benefit?

5. METHODOLOGY

An independent evaluator will be hired by the ILO to conduct the evaluation. The following is the proposed evaluation methodology. Any changes to the methodology should be discussed with and approved by the Regional Evaluation Officer (REO).

1. Desk Review:

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

2. Internal Briefing by the project team(s):

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 assessment report. The following topics will be covered: status of logistical arrangements, projects' backgrounds and materials, key evaluation questions and priorities, outline of the inception and final report.

3. Individual Interviews and/or Group Interviews:

Following the initial briefing, the desk review and the inception report, the evaluator will have a mission to Lebanon and Jordan and have meetings with constituents/stakeholders together with interpreters supporting the process if needed. The proposed mission itinerary as follows: the field work will start in Lebanon and an initial briefing at the ILO Regional Office for Arab States, field work in Lebanon followed by field work in Jordan and finally return to Lebanon for the debrief.

Individual or group interviews will be conducted with the following:

- a) Project staff/consultants that have been active in ILO (and UNDP for the Lebanon project) (including Chief Technical Advisor, technical, administrative, and finance staff);
- b) ILO ROAS DWT Director and DWT Specialists, RPU, Employers' and Workers' Organisations;
- c) ILO Headquarters technical departments;
- d) UNDP management (for Lebanon);
- e) KfW representatives;
- f) Interviews with national counterparts: government/ministries (MoL and MoSA in Lebanon, MOL, MOPW, MOA in Jordan); municipalities; public institutions; social partners; implementing partners, etc.); Contactors, Farmers , Municipality Mayors, Beneficiaries
- g) Interviews with contractors participating in the project
- h) Interviews with direct and indirect beneficiaries;
- i) Other international agencies working in relevant fields.

4. Debriefing

Upon completion of the missions, the evaluator will provide a field debriefing to the stakeholders to validate results, and a separate debriefing to the Project teams, ILO DWT, ILO HQ, and donor on the evaluation findings, conclusions and recommendations.

Evaluation Timeframe TO BE FURTHER DEVELOPED AND AGREED

| Responsible person | Tasks | No of Working days | To be completed/ delivered by |
|---------------------------|---|---------------------------|--------------------------------------|
| Evaluation Manager | Develop and circulate Terms of Reference for Evaluation | | 30 September |
| Evaluation Manager | Recruitment of Evaluator | | 01 November |

| | | | |
|--|---|----|-------------------------|
| Evaluator | Desk review of project documents and phone/skype interviews with key informants in Lebanon | 3 | 07 November |
| Evaluator | Inception report | 5 | 07 November |
| Evaluator with the logistical support of project staff in Lebanon and Jordan | Evaluation mission to Lebanon and Jordan (meetings and visit to infrastructure project sites) | 20 | 12 November-13 December |
| Evaluator with the logistical support of project staff in Lebanon | Evaluation mission to Lebanon (Stakeholders Workshop and presenting preliminary findings) | | 12 December |
| Evaluator | Drafting report | 15 | 01-31 December |
| Evaluator | Submission of the first draft of the report to the evaluation manager | | 31 December |
| Evaluation manager | Circulating the first draft report to key stakeholders | | 13 January, 2020 |
| Evaluation manager | Review and send consolidated comments to evaluator on first draft | | 10 February |
| Evaluator | Second Draft | 5 | 20 February |
| Evaluation Manager | Review and send consolidated comments to evaluator second draft | | 2 March |
| Evaluator | Final Draft | 4 | 15 March |
| Evaluation Manager | EVAL approval | | 20 March |
| Evaluator | Integration of comments and finalization of the report | 1 | 31 March |
| Total | | | -- |

Total days for the evaluator:

Evaluation Management

The evaluator will report to the ILO REO in ROAS. The Evaluation Manager will be the first point of contact for the consultants as well as the project team for any technical and methodological matters related to this evaluation. All communications with regard to this evaluation must be marked to the evaluation manager. The ILO ROAS office will provide administrative and logistical support during the evaluation mission.

6. MAIN DELIVERABLES

The main outputs of the evaluation consist of the following:

- Deliverable 1: Inception Report
- Deliverable 2: Draft evaluation report (with specific analysis for each project, and comparative analysis between the two projects)
- Deliverable 3: Stakeholder debrief, PowerPoint Presentation (PPP)
- Deliverable 4: Internal debrief

- Deliverable 5: Draft 2 evaluation report
- Deliverable 6: Final evaluation report with executive summary (report will be considered final after review by EVAL. Comments will have to be integrated)

Inception Report

The evaluator will draft an Inception Report, which should describe, provide reflection and fine-tuning of the following issues:

- Project background
- Purpose, scope and beneficiaries of the evaluation
- Evaluation criteria and questions (please note that this will need to take into account the result framework of all the projects and map them by broad evaluation criteria for a comprehensive evaluation)
- Methodology and instruments
- Main deliverables
- Management arrangements and work plan

Final Report

The final version of the report will follow the below format and be in a range of 30-35 pages in length, excluding the annexes:

1. Title page
2. Table of Contents, including List of Appendices, Tables
3. List of Acronyms or Abbreviations
4. Executive Summary with methodology, key findings, conclusions and recommendations
5. Background and Project Description
6. Purpose of Evaluation
7. Evaluation Methodology and Evaluation Questions
8. Status of objectives
9. Clearly identified findings along OECD/DAC criteria, substantiated with evidence
10. Key results (i.e. figures and qualitative results) achieved per objective (expected and unexpected), per country
11. Clearly identified conclusions and recommendations that are linked to findings (identifying which stakeholders are responsible, priority of recommendations, and timeframe)
12. Lessons Learned
13. Potential good practices

14. Annexes (list of interviews, TORs, lessons learned and best practices in ILO EVAL templates, list of documents consulted, etc.) Annex: Different phases' logframes with results status, by phase and country.

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

7. MANAGEMENT ARRANGEMENTS AND WORKPLAN

REQUIREMENTS

The evaluator(s)/evaluation team 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 interventions;
- Expertise in the Labour intensive modality, job creation projects, capacity building and skills development and other relevant subject matter;
- An understanding of the ILO's tripartite culture;
- Knowledge of Lebanon, Jordan, and the regional context;
- 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 the ILO ROAS.

ROLES AND RESPONSIBILITIES

The External Evaluator is responsible for conducting the evaluation according to the terms of reference (ToR). He/she will:

- Review the ToR and provide input, propose any refinements to assessment questions, as necessary;
- Review project background materials (e.g., project document, progress reports, etc.);
- Prepare an inception report including a matrix of evaluation questions, workplan and stakeholders to be covered;
- Develop and implement the evaluation methodology (i.e., conduct interviews, review documents, etc.) to answer the evaluation questions;
- Conduct preparatory consultations with the ILO REO prior to the evaluation mission;
- Conduct field research, interviews, as appropriate, and collect information according to the suggested format;
- Present preliminary findings to the constituents;

- Prepare an initial draft of the evaluation report with input from ILO specialists and constituents/stakeholders;
- Conduct a briefing on the findings, conclusions and recommendation of the evaluation to ILO ROAS;
- Prepare the final report based on the ILO, donor and constituents' feedback obtained on the draft report.

The ILO Evaluation Manager is responsible for:

- Drafting the ToR;
- Finalizing the ToR with input from colleagues;
- Preparing a short list of candidates for submission to the Regional Evaluation Officer, ILO/ROAS and EVAL for final selection;
- Hiring the consultant;
- Providing the consultant with the project 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 initial draft report, circulating it for comments and providing consolidated feedback to the External Evaluators (for the inception report and the final report);
- Reviewing the final draft of the report;
- Disseminating the final report to all the stakeholders;
- Coordinating follow-up as necessary.

The ILO REO⁸³:

- Providing support to the planning of the evaluation;
- Approving selection of the evaluation consultant and final versions of the TOR;
- Reviewing the draft and final evaluation report and submitting it to EVAL;
- Disseminating the report as appropriate.

The Project Coordinator is responsible for:

- Reviewing the draft TOR and providing input, as necessary;
- Providing project background materials, including studies, analytical papers, progress reports, tools, publications produced, and any relevant background notes;
- Providing a list of stakeholders;

⁸³ The REO is also the Evaluation Manager.

- Reviewing and providing comments on the inception report;
- Participating in the preparatory briefing prior to the evaluation missions;
- Scheduling all meetings and interviews for the missions;
- Ensuring necessary logistical arrangements for the missions;
- Reviewing and providing comments on the initial draft report;
- Participating in the debriefing on the findings, conclusions, and recommendations;
- Providing translation for any required documents: TOR, PPP, final report, etc.;
- Making sure appropriate follow-up action is taken

8. LEGAL AND ETHICAL MATTERS

- ❖ This independent evaluation will comply with ILO evaluation guidelines and UN Norms and Standards.
- ❖ These ToRs 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.

How to Apply:

- Interested individuals/teams/firms with required credentials should apply by 23 October 2019. Applications must contain the following:
- CV(s) of the applicant(s).
- A table presenting relevant credentials
- A brief proposal outlining the approach, methodology and work plan (maximum 3 pages). In case where a team is applying, the task and day distribution among proposed team members should be clearly presented.
- A self-attested statement of availability during the specified evaluation period

Annex 1

MODULE OBJECTIVES AND OUTPUTS

LEBANON: LBN/16/03/DEU Phase I+II

The overall objective of the programme is to: *“Stabilize livelihoods, reduce tensions and enhance perspectives of Lebanese host community members and Syrian refugees”.*

EIIP Lebanon Phase I+II has four module objectives:

Module Objective 1: Improved access to decent employment of Lebanese Host Community Members and Syrian refugees

Output 1.1 Mechanisms for job creation in infrastructure works applied

Output 1.2 Improved and sustainable infrastructure and public assets value for Lebanon

Module Objective 2: Improved and sustainable infrastructure and public assets value for Lebanon

Output 2.1: Capacity of Municipalities is built to contract and manage labour intensive approaches in rehabilitation and maintenance of infrastructure

Output 2.2: Capacity of Private sector at national and local level is built to implement employment intensive approaches in rehabilitation and maintenance

Module Objective 3: Enhanced capacity of the Ministry of Labour to facilitate the implementation of employment intensive programs and issuance of work permits

Output 3.1: Improved regulatory framework and operational guidelines for the issuance of work-permits

Output 3.2: Staffing and system at MoL are improved to conduct national labour inspection

Module Objective 4: MoSA capacity strengthened as the lead Ministry of the Crisis Response and labour-intensive approaches institutionalised

Output 4.1: Staffing and systems at MoSA are improved to promote labour intensive practices

Achievements to date and current implementation status

Module Objective 1:

The EIIP Lebanon has developed a number of strategies to increase the labour content in infrastructure projects, chief amongst them Local Resource Based Technology (LRBT). Furthermore, the contract includes clauses that stipulate the use of labour wherever feasible, safeguarding decent working conditions and the inclusion of at least 50% Syrians.

ILO has developed a Social Safeguards Framework and the EIIP uses contracts that include clauses related to Occupational Safety and Health. Compliance is so far 100%.

A total of 103,766 worker days have been generated through the infrastructure projects by the end of December 2018. 2,266 workers benefitted from job opportunities, resulting in a total number of 977 jobs (a job is counted once a worker has been employed for 40 days or more), 10% women and 74% Syrians

Module Objective 2:

The EIIP Phase I+II identified 16 possible infrastructure projects meeting the employment criteria, based on the agreed project identification and selection process, including vulnerability mapping and Municipal Action Plans. Detailed selection criteria and the long list with a description of each project is included in the Inception Report.

The 10 sub-projects were selected for EIIP Phase I+II with six projects completed by the end of 2018 and one terminated, and three still ongoing in September 2019.

ILO sent official communication to all participating municipalities before starting any work. Completed projects have been formally handed over to the municipalities where they have also committed to provide continued upkeep and maintenance.

The number of people living in the project(s) area of influence is assessed to be around 300,000 (>20% Syrians). This indicator will be verified through workers and perception surveys in October and November 2019.

A Training Strategy was developed and implemented. Appropriate contract documentation is in place. 20 trainings have been conducted for Phase I+II in total. Including 9 are pre-tender trainings and 3 separate trainings on the Social Safeguards Framework for MoL and external organisations, including UNDP, Caritas and, UNICEF. The project has organised pre-bid training in connection with all tenders. All in all, 63 companies have participated in EIIP training during Phase I+II, including company owners and technical staff, a total of 195 trainees, 43 women (22%). The winning contractors, have received upstart training and have received continued on-the-job training on the basis of need.

Module Objective 3:

A simplified procedure facilitated by the ILO for issuing Work Permits on EIIP Projects is in place.

The Social & Environmental Safeguards Framework has been updated and is in use by the project. ILO has supported MoL in strengthening its labour inspection capacities, and has recruited Social Safeguards Officers for the EIIP for daily monitoring of working conditions on EIIP projects sites.

ILO has undertaken formal and on the job training for some 15 MoL staff, including labour inspectors and other MoL officials, on the Social Safeguards Framework and on labour intensive approaches.

Module Objective 4:

Draft EIP Guideline has been endorsed by MoSA and MoL and shared with partners in the livelihoods sector.

LEBANON: LBN/18/01/DEU (Phase III)

The overall objective of the project is **to strengthen resilience of local host communities by improving livelihoods for host community members and Syrian refugees through job creation and infrastructure development.**

Project Objective 1: Decent employment generated for Lebanese host communities and Syrians refugees through sustainable infrastructure development and environmental works and maintenance of public assets.

Outputs associated with project objective 1 are:

- 1.1 Improved access to decent employment for Lebanese Host Community Members and Syrian Refugees;
- 1.2 Improved and sustainable infrastructure and public assets value for Lebanon;
- 1.3 Improved participation of women in employment generation interventions;

Project Objective 2: Enhanced capacity for decent job creation and asset management through institutional development and training.

Outputs associated with project objective 2 are:

- 2.1 Improved capacity of private companies to implement employment intensive programmes and LRBT approaches for sustainable infrastructure development, maintenance and environmental works;
- 2.2 Enhanced capacity of the Public Sector to facilitate the implementation of employment intensive programs.

Phase II **Achievements to date and current implementation status**

The project long-list developed by ILO and UNDP was shared with KfW for a no objection and thereafter presented to the Project Management Committee (PMC) which discussed and agreed the proposed projects. A Project Shortlist have been agreed based on the longlist and based on agreed budget envelopes for the four regions, a total of 14 projects. Design and tender process underway, with five projects started. The first job count for Phase III are expected in September 2019,

ILO has conducted a number of training sessions for contractors participating in tenders for Phase III. Two formal pre-tender workshops were held for interested companies on 30 April and 10 May. A total of 17 companies attended, with 70 staff, 17% female participation. ILO has in addition provided formal training to UNICEF and UNRWA contractors and training on Decent Work principles and Social Safeguards to NGOs

The tender documents have been updated in particular to reflect compliance with sanctions lists and environmental compliance. The general and specific bid information that was previously presented in two volumes have been combined into one volume for Phase III.

New guidelines for road maintenance have been drafted

The draft Guideline for Employment Intensive Projects has been circulated to livelihood core group and beyond.

JORDAN:

JOR/16/01/MUL, **Phase III JOR/17/08/DEU, and Phase IV JOR/18/05/DEU**

The overall Programme Objective is Syrian refugees and Jordanians have better living conditions because of increased employment and improved infrastructure.

EIIP Jordan Phase II has two Module Objectives

Module Objective 1: Improved rural infrastructure through the use of employment intensive methods

- **Indicator 1.1:** Number of worker days created (men and women)
- **Indicator 1.2:** % of men and % of women workers benefitting from workers protection (Occupational safety and health, social security)
- **Indicator 1.3:** Number of men and of women labourers involved in infrastructure works
- **Indicator 1.4:** Total investment in improved infrastructure

Module Objective 2: Women and men Syrian refugees have improved employability and access to the labour market

- **Indicator 2.1:** % of Syrian men and % of women beneficiaries who have participated in the skills training and who obtain work permits and access employment

EIIP Jordan Phase III has one Module Objective.

Module objective 1: *Increased employability of the target groups while engaging in environmental and landscaping activities in the selected municipalities through the use of employment intensive methods.*

- **Indicator 01:** Number of men and women, both Jordanians and Syrians, who benefited from clean environment and improved services in the public infrastructure.
- **Indicator 02:** Number of men and women, both Jordanians and Syrians, who benefit from increased income.
- **Indicator 03:** Proportion of residents in the target governorates who perceive tensions between refugees and the host community in the target areas to have reduced or remain the same.

- **Indicator 04:** Number of worker days created (disaggregated by sex and nationality).
- **Indicator 05:** Number of workers involved in municipal works (disaggregated by sex and nationality).
- **Indicator 06:** Number of job opportunities generated (number employed for minimum 48 worker days).
- **Indicator 07:** Total investment in improved municipal infrastructure.
- **Indicator 08:** Labour Intensity.
- **Indicator 09:** Number of municipalities benefited from improved environment.
- **Indicator 10:** Number of public events organized on environmental sustainability and keeping the municipality clean.
- **Indicator 11:** Number of municipal officials who participated in training activities on employment intensive techniques.
- **Indicator 12:** Percentage of participants with increased knowledge on management of employment intensive techniques.
- **Indicator 13:** Number of workshops conducted on labour laws, work permits, and social security rules and regulations.
- **Indicator 14:** Percentage of workers benefitting from occupational safety and health.
- **Indicator 15:** Percentage of workers benefitting from social security or health insurance scheme

EIIP Phase IV has two Outcomes.

Outcome 1: Increased employment for women and men through labour intensive infrastructure works

- **Indicator 1.1.:** Number of worker days created (disaggregated by type of intervention, sex and nationality).
- **Indicator 1.2:** Number of jobs exceeding 40 days duration created (disaggregated by sex, disability and nationality).

Indicator 1.3: Number of people employed (disaggregated by sex, disability, nationality and type of intervention).

Indicator 1.4: Percentage of workers benefitting from OSH measures and Social Security.

Indicator 1.5: Percentage of workers benefitting from labour contract.

Indicator 1.6: Total Investment in infrastructure works.

Indicator 1.7: Labour Intensity of Capital Investments (by type of work)

Output 1.1: Improved roads through routine maintenance works

Indicator 1.1.1: Number of Kilometres of road maintained

Output 1.2: Improved community works

Indicator 1.2.1: Number of municipalities supported

Indicator 1.2.2: Units of infrastructures constructed, rehabilitated or maintained

Output 1.3: Capacity of Public Sector Built to Implement Employment Intensive Approaches

Indicator 1.3.1: Percentage of public officials who attended trainings with increased knowledge on employment intensive approaches (disaggregated by sex and disability)

Indicator 1.3.2: Number of MPWH engineers certified in Local Resource Based Technology (disaggregated by sex and disability)

Output 1.4: Capacity of Private Sector Built to Implement Employment Intensive Approaches

Indicator 1.4.1: Percentage of contractors who attended trainings with increased knowledge on employment intensive approaches (disaggregated by sex and disability)

Indicator 1.4.2: Number of Contractors' engineers certified in Local Resource Based Technology (disaggregated by sex and disability).

Output 1.5: Strategy for increasing women participation updated and implemented

?? **Indicator 1.5.1:** Percentage of participants who attended awareness workshops with increased knowledge on gender equality in the workplace (disaggregated by sex and disability)

?? **Indicator 1.5.2:** Number of participants who attended awareness workshops on gender equality in the workplace (disaggregated by sex and disability)

Outcome 2: Syrian refugees and Jordanians have improved employability and access to the labour market

?? **Indicator 2.1:** Percentage of workers who benefit from being granted a one-year work permit after completion of the work under the EIIP Project.

?? **Indicator 2.2:** Share of workers placed who are retained after three months of on-the-job training

Output 2.1: Process for granting access to work permits in agriculture and construction sectors to Syrian refugees is implemented

?? **Indicator 2.1.1:** Number of Syrian workers who received work permit in agriculture or construction sector (disaggregated by sex and disability)

Output 2.2: Workers graduated from the program benefit from on the job and theoretical training in selected skills

?? **Indicator 2.2.1:** Number of Jordanian and Syrian workers placed and certified (disaggregated by sex, disability and nationality)

Annex 2

BENEFICIARIES

LEBANON: LBN/16/03/DEU (Phase I+II) and LBN/18/01/DEU (Phase III)

Beneficiaries are Syrian refugees and Lebanese women and men in the most vulnerable areas of North Lebanon, Bekaa and Mount Lebanon (Phase I+II) and whole country (Phase III). The project focuses on villages, municipalities and neighbourhoods that host a high ratio of displaced Syrians to Lebanese population. Projects are primarily selected from the Municipal Action Plans that summarize the needs and priorities of each municipality. These action plans are the result of a participatory identification process, covering the whole country.

Phase I+II targets 2,395 beneficiaries which would generate 95,800 worker days (1,000 jobs per BMZ definition), 50% for Syrian Refugees, and 10% women.

Phase III targets 3,500 beneficiaries which would generate 140,000 worker days, (1,750 jobs per BMZ definition), 50% for Syrian Refugees, and 15% women and 2% for people with disability.

Secondary indirect beneficiaries will include local materials and services suppliers. Ultimately the infrastructure outputs of the project and subsequent improvements in service delivery will benefit the host community members resulting in short and long term economic development gains for Lebanon and more resilient communities.

JORDAN: JOR/16/01/MUL, JOR/17/08/DEU, JOR 18/05/DEU, JOR/16/01/MUL

The Programme's direct beneficiaries are 8,300 (this was the target for Phase I & II because they were originally one project divided into two disbursements). Syrian refugees and Jordanian women and men, affected by the crisis in Mafrqa and Irbid governorates that will benefit through improved access to decent employment and livelihood (for 350,000 workdays). Overall, the Programme aims to have (a) 50 per cent of Jordanians benefiting from it – in line with recent Government regulations⁸⁴, (b) 10 per cent of its direct beneficiaries to be women and 3 per cent to be Persons with Disabilities.

It is expected that the vast majority of direct beneficiaries are persons below the poverty line (taking into consideration the physically demanding occupations on offer and the starting wages linked to them). This may however not be true for higher skilled occupations (electricians, plumbers) that will be required in school reconstruction.

A thorough gender analysis was conducted during the programme inception phase to identify the strategic and practical needs of women and men, in order to design the programme so that it is gender-sensitive in order to encourage women's participation as well as to encourage men's acceptance and support for women's participation. A "men and masculinities" perspective was mainstreamed in the analysis to capture the challenges to – and opportunities for – men to accept women's participation in the project, as well as to build support by men in decision making and "attitude leaders" who can convince their peers to accept and even champion women's participation. Systematic awareness raising was targeted at communities to tackle their apprehensions related to females entering the labour market. Persons with disabilities will also benefit from targeted interventions, looking at the reasonable accommodation of their needs at the worksites, for them to enter the programme. These interventions were carried out together with Disabled Persons Organizations.

The Programme is also expected to indirectly benefit Jordanians and Syrian refugees living in the area (estimate based on previous experience in Jordan).

Direct recipients are 200 staff of public institutions and private service companies, including the departments of public works, agriculture, labour of the two governorates, as well as the Chambers of Commerce and Chambers of Industry and the Construction Associations and contractors, vocational training providers, community based organizations including on women's rights as well as the Ministry of Labour, Ministry of Public Work, Ministry of Agriculture, Ministry of Education, Ministry of (gender equality) or the equivalent, and Ministry of Interior. They will benefit from training and contribute to the delivery of services under the Programme. Of specific importance will be the creation of a cadre of trained contractors that will be able to replicate employment intensive approaches beyond the end of the programme. All such trainings will include a minimum target of at least 10% women and will systematically address the rights- and "business case" for women's participation both as beneficiaries of the programme and in its decision-making body.

JOR/17/08/DEU

The direct beneficiaries of Phase III will number 4,040 (working for 48 days each according to planned work organization) Syrian refugees and Jordanian women and men, affected by the crisis in the two governorates. They will benefit through improved access to decent employment and livelihoods. It is anticipated that 193,920 worker days will be created by Phase III, 50 percent carried out by Jordanians, and 50 percent by Syrian refugees. Through a proactive affirmative action component, 10 percent of the direct beneficiaries will be women, and 3 percent will be persons with disabilities. It is expected that the vast majority of direct beneficiaries will be persons living below the poverty line, taking into consideration the physically demanding occupations on offer and the starting wages linked to them.

According to the methodology note on job definition and monitoring issued by the Federal Ministry for Economic Cooperation and Development (BMZ) in July 2017, each job must have a minimum duration of 40 worker days. Prior to project implementation, it is not yet possible to determine how many job opportunities will be created that are compliant with this definition. The reason for this is that the duration of each job opportunity will be determined by the specific sector or type of work. Different jobs have different durations. However, it is expected that each worker will get employment for 48 days (i.e. equivalent to 2 months) according to the work plan in the municipalities.

JOR/18/05/DEU

It is estimated that the direct beneficiaries of Phase IV will number 6,43913 Syrian refugees and Jordanian women and men, affected by the crisis in the six governorates. They will benefit through improved access to decent employment and livelihoods. It is anticipated that 488,857 worker days will be created by Phase IV, 50 per cent carried out by Jordanians, and 50 per cent by Syrian refugees. Through a proactive affirmative action component, and following the recommendations of the mid-term evaluation, the minimum number of women direct beneficiaries will rise from 10 per cent to 15 per cent, while 3 per cent of job created will be reserved for persons with disabilities. It is expected that the vast majority of direct beneficiaries will be persons living below the poverty line, taking into consideration the physically demanding occupations on offer and the starting wages linked to them.

According to a methodology note on job definition and monitoring issued by the German Federal Ministry for Economic Cooperation and Development (BMZ) in May 2018; and following on from the recommendations of the mid-term evaluation, each job must have a minimum duration of 40 worker days. The note also indicates that ILO Core Labour standards should be met. Prior to project implementation, it is not possible to accurately determine precisely how many job opportunities will be created, as the duration of each job opportunity will be determined by the specific sector or type of work. Different jobs have different durations. In particular, the job opportunities created through the MPWH will most probably have a duration of much more than 40 days. However, in the municipality works the workers can be rotated every two months. Nonetheless, based on the experiences in the first three phases, the project has set targets to be reached by the project's end.

In addition to the direct beneficiaries of the project, the project will also benefit the population at large. Firstly, and perhaps most importantly, the Jordanian economy will benefit from improved roads, with farmers in particular benefitting from easier and faster access to market for their produce; secondly, the target communities will benefit from the more robust environmental standards being applied; thirdly, both contractors and public authorities will receive training to enable them to better perform their jobs moving forward; and fourthly some of the Jordanian and Syrian workers who participated in the infrastructure work will receive work experience for possible future employment. To ensure some sustainability for some of the workers who have work in the project, they will be provided with some training in various skills such as Occupational Safety and Health, Mosaic art, and in manufacturing industry. Number of opportunities will be identified and then the workers will be placed in the program. The workers will be selected based on their interest to work in the selected industry. If there are more workers applying to be trained than required, ballot system will apply. Training institutions will be identified that can provide accredited courses. In the case of training in the manufacturing sector, there are already other projects that are using this system of collaboration where the factories are cost sharing with projects to providing training to the apprentice workers in the factories for three months and earn income while on attachment and provides certificate at the end of the programme. On completion of the training, it is left with the factories if they want to absorb the workers trained into their workforce. And finally, there is the obvious knock-on effects of Syrian and Jordanian infrastructure workers having wages to spend in the local economy.

Appendix B: Comparison and commentary on the results matrices: Jordan and Lebanon EIIP phases⁸⁵

| | Jordan EIIP | | | Lebanon EIIP | |
|--|--|---|---|---|--|
| | Phase II | Phase III | Phase IV | Phase I+II | Phase III |
| High level objective (impact) | Syrian refugees and Jordanians have better living conditions because of increased employment and improved infrastructure ⁸⁶ | Syrian refugees and Jordanians have better living conditions because of increased employment and improved infrastructure | Improve the living conditions of Syrian Refugees and Jordanians through increased employment and improved infrastructure. | Stabilize livelihoods, reduce tensions and enhance perspectives of Lebanese host community members and Syrian refugees (in Evaluation TOR) | Strengthen resilience of local host communities by improving livelihoods for host community members and Syrian refugees through job creation and infrastructure development |
| High level impact (indicators) | Not stated | Not stated | Not stated | Indicator 1: Mean household monthly income of refugees and host communities in targeted cazas /districts has increased Indicator 2: Proportion of residents in the target municipalities who perceive tensions between refugees and the host community in the target areas to have reduced (with women representing at least one third of respondents) | Programme indicator 1: Number of men and women whose livelihoods were positively affected by EIIP Projects (gender disaggregated) (Target values not specified) <i>(Comment: This is a better indicator for high level impact than for LP-I+II which are too ambitious and difficult to measure for the sale of the intervention.)</i> |
| “Objectives” <i>(Comment: Different terms have been used and there are more than one module / project objectives for JP-II, LP I+ii and LP-III.)</i> | Module Objective 1: Improved rural infrastructure through the use of employment intensive methods <i>(Comment: This objective reads more like an outcome. The first three indicators (1.1 to 1.3) are focused on the amount of employment</i> | Module objective: Increased employability in environmental and landscaping activities <i>(Comment: This objective reads more like an outcome. The first three indicators (1.1 to 1.3) are focused on the amount of employment created. These are better aligned with the</i> | Outcome 1: Increased employment for women and men through labour intensive infrastructure works. | Module objective 1: Improved access to decent employment for Lebanese host community Members and Syrian Refugees | Project objective 1: Decent employment generated for Lebanese host communities and Syrian refugees through sustainable infrastructure development and environmental works and maintenance of public assets |

⁸⁵ Evaluator’s comments in italics and highlighted yellow.

⁸⁶ In the matrices for JP-II, JP-III and JP-IV, these are Programme level objectives. There are no higher level impact statements.

| | Jordan EIIP | | | Lebanon EIIP | |
|--|--|--|--|---|--|
| | Phase II | Phase III | Phase IV | Phase I+II | Phase III |
| | created which is not explicitly stated in the module objective. Indicator 1.4 is not strictly an objective / outcome indicator. It is an input.) | objective. Employability implies longer term improvement of suitability for employment of participants. Indicator 1.4 is not strictly an objective / outcome indicator Target values are included for this phase. The values for Phase II were included) | | | |
| | | | | | |
| Decent employment creation indicators | <p>Indicator 1.1: Number of worker days created</p> <p>Target values: 224,000 worker days (of which 50% Syrians and 10% women)</p> <p>Indicator 1.2: % of men and % of women workers benefitting from workers protection (Occupational safety and health, social security)</p> <p>Target value: 80%</p> <p>Indicator 1.3: Number of men and of women labourers involved in infrastructure works</p> <p>Target value: 5,600</p> <p>Indicator 1.4: Total investment in improved infrastructure</p> | <p>Indicator 1: Number of worker days created</p> <p>Target values: 193,920 worker days (of which 50% for Syrians and 10% for women)</p> <p>Indicator 2: Number of workers involved in municipal works</p> <p>Target values: 4,040 workers</p> <p>Indicator 3: Number of job opportunities generated</p> <p>Target values: 4,040 job opportunities</p> <p>Indicator 4: Total investment in improved municipal infrastructure</p> <p>Target value: USD 4,394,000</p> <p>Indicator 5: Labour intensity</p> | <p>Indicator 1.1: Number of worker days created (disaggregated by type of intervention, sex and nationality)</p> <p>Target values: 488,857 worker days (50% Jordanians, 50% Syrians; of which 15% women, 3% PwD) (307,417 worker days on road sector and 181,440 worker days under municipality works)</p> <p>Indicator 1.2: Number of jobs exceeding 40 days duration created (disaggregated by sex, disability, nationality and type of intervention)</p> <p>Target values: 6,439 jobs (50% Jordanians, 50% Syrians; of which 15% women, 3% PwD)</p> | <p>Indicator 1.1: Number of person-days created by the project</p> <p>Baseline: 0 Target: 227,500</p> <p>Indicator 1.2: Number of people employed in labour-intensive construction work</p> <p>Baseline: 0</p> <p>Target value: 6,000 (disaggregation to follow once project selection is completed, target 60% refugees)</p> <p>Indicator 1.3: % of workers (women and men), benefitting from a-OSH, b-contracts, c-social insurance</p> <p>Baseline value: 0 Target value: a-100%; b-80%; c-n/a</p> | <p>Project indicator 1.1: Number of worker days created by the project</p> <p>Baseline value: 95,800 Target value: 235,800 Achievable during project duration: 140,000 (Note: Compare baseline indicators with LP-I+II targets.</p> <p>Project indicator 1.2: Number of people benefitting from work on an LRBT project</p> <p>Baseline value: 2,395 Target value: 5,895 Achievable during project duration: 3,500</p> <p>Project indicator 1.3: Number of jobs created (i.e. number of persons working for 40 days or more.</p> |

| | Jordan EIIP | | | Lebanon EIIP | |
|--|------------------------------------|---|---|--------------|---|
| | Phase II | Phase III | Phase IV | Phase I+II | Phase III |
| | <p>Target value: USD 7,356,400</p> | <p>Target value: 80%</p> <p>Output 4: Improved working condition of the workers who are engaged in the works</p> <p>Indicator 4.01: % of workers benefited from occupational safety and health</p> <p>Target value: 80%</p> <p>Indicator 4.02: % of Jordanian workers benefited from social security</p> <p>Target value: 80%</p> <p>Indicator 4.03: % of Syrian workers benefitted from health insurance scheme</p> <p>Target value: 80%</p> | <p>Indicator 1.3: Number of people employed (disaggregated by sex, disability and nationality and type of intervention)</p> <p>Target values: 6,439 workers (15% women, 3% PwD, 3,415 workers employed in road sector and 3,024 workers employed in municipalities)</p> <p>Indicator 1.4: Percentage of workers benefitting from OSH measures and Social Security.</p> <p>Target values: 80%</p> <p>Indicator 1.5: Percentage of workers benefitting from labour contract.</p> <p>Target values: 80%</p> <p>Indicator 1.6: Total Investment in infrastructure works.</p> <p>Target values: EUR 15,275,743</p> <p>Indicator 1.7: Labour Intensity of Capital Investments (by type of work)</p> | | <p>Baseline value: 1,198 Target value: 2,947 Achievable during project duration: 1,750</p> <p>Output indicator 1.1.1: % of workers (women and men), benefitting from OSH</p> <p>Baseline value: 100% Target value: 100% Achievable during project duration: 100%</p> <p>Output indicator 1.1.2: % of workers (women and men), benefitting from a labour contract</p> <p>Baseline value: 80% Target value: 80% Achievable during project duration: 80%</p> <p>Output indicator 1.1.3: % of women employed by the programme</p> <p>Baseline value: 10% Target value: 15% Achievable during project duration: 15%</p> <p>Output indicator 1.1.4: % of people with disability employed by the programme</p> |

| | Jordan EIIP | | | Lebanon EIIP | |
|--|-------------|-----------|--|--------------|---|
| | Phase II | Phase III | Phase IV | Phase I+II | Phase III |
| | | | <p><i>Target values: 45% for road works and 85% for municipality works</i></p> <p>Output 1.5: Strategy for increasing women participation updated and implemented</p> <p><i>Indicator 1.5.1: Percentage of participants who attended awareness workshops with increased knowledge on gender equality in the workplace (disaggregated by sex and disability)</i></p> <p><i>Target values: 80%</i></p> <p><i>Indicator 1.5.2: Number of participants who attended awareness workshops on gender equality in the workplace (disaggregated by sex and disability)</i></p> <p><i>Target values: 100</i></p> | | <p><i>Baseline value: 2%</i> <i>Target value: 2%</i> <i>Achievable during project duration: 2%</i></p> <p>Output 1.3: Improved participation of women in employment generation interventions</p> <p><i>Output indicator 1.3.1: Number of employment generation interventions specifically targeting women</i></p> <p><i>Baseline value: 0</i> <i>Target value: 5</i> <i>Achievable during project duration:</i></p> <p><i>Output indicator 1.3.2: Number of jobs created for women (benefitting directly from the interventions)</i></p> <p><i>Baseline value: 0</i> <i>Target value: 324</i> <i>Achievable during project duration: 324</i></p> <p><i>Output indicator 1.3.3: Number of interventions in SDCs increasing women's opportunities to participate in the EIIP projects</i></p> |

| | Jordan EIIP | | | Lebanon EIIP | |
|--|--|---|---|--|---|
| | Phase II | Phase III | Phase IV | Phase I+II | Phase III |
| | | | | | Baseline value: 0 Target value: 1 Achievable during project duration: 1 |
| | | | | | |
| Employability related objectives and indicators | Module objective 2: Women and men Syrian refugees have improved employability and access to the labour market | Output 3: Improved awareness of municipality and MoL officers on labour laws, work permits, and social security rules and regulations | Outcome 2: Syrian refugees and Jordanians have improved employability and access to the labour market | Output 3.1.: Improved regulatory framework and operational guidelines for the issuance of work permits | <i>Project indicator 2.3: Simplified work permit procedure for EIIP approved by MoL and in use.</i> |
| | <p>Indicator 2.1: % of Syrian men and % of women beneficiaries who have participated in the skills training and who obtain work permits and access employment</p> <p>Target value: 60%</p> <p><i>(Comment: This is a composite indicator requiring a number of different achievements. 60% also appears ambitious and it is not clear whether it refers to skills training (what type?) or assumes that all workers have benefited from on the job training and 60% obtain work permits for employability.)</i></p> <p>Output 2.1 Improved regulatory framework for work permits</p> | <p>Indicator 3.01: Number of workshops conducted on labour laws, work permits, and social security rules and regulations</p> <p>Target value: 1</p> <p>Indicator 3.02: % of participants with increased knowledge on management of employment intensive techniques</p> <p>Target value: 70%</p> | <p>Indicator 2.1: Percentage of workers who benefit from being granted a one year work permit after completion of the work under the EIIP Project</p> <p>Target values: 25% of Syrian workers</p> <p>Indicator 2.2: Share of workers placed who are retained after three months of on the-job training</p> <p>Target values: 50%</p> <p>Output 2.1: Process for granting access to work permits in agriculture and construction sectors to Syrian refugees is implemented</p> <p>Indicator 2.1.1: Number of Syrian workers who received</p> | <p>Indicator 3.1.1: Necessary process, system and equipment in place to issue work permits</p> <p>Baseline: not in place Target value: in place</p> <p>Indicator 3.2.1: Number of labour inspectors trained according to national standards</p> <p>Baseline: 30 Target value: 40</p> | |

| | Jordan EIIP | | | Lebanon EIIP | |
|--|---|-----------|---|--------------|-----------|
| | Phase II | Phase III | Phase IV | Phase I+II | Phase III |
| | <p>Indicator 2.1: Process for issuing work permits is improved and implemented in a coherent manner (Comment: It is not clear whether this is a requirement for the programme or a longer term achievement for refugees to have better livelihoods.)</p> <p>Output 2.2: Enhanced skills of refugees and Jordanian that contribute to an easier skills match and to an easier exit from the program</p> <p>Indicator 2.2: Share of women and men trained certified in selected occupations (including 25% of women, and 5% of persons with disabilities)</p> <p>Target Value: 70%</p> <p>(Comment: This output and indicator are not matched by the key activities required for the achievement. There is also a question about whether they are within the ambit of EIIP widely and whether the programme design includes provision for it, or they are to be achieved by actual or potential</p> | | <p>work permit in agriculture or construction sector (disaggregated by sex and disability)</p> <p>Target values: 600 workers (xxx women, xxx men)</p> <p>Output 2.2: Workers graduated from the program benefit from on-the-job and theoretical training in selected skills</p> <p>Indicator 2.2.1: Number of workers placed and certified (disaggregated by sex and disability)</p> <p>Target values: xxx (to be identified after selecting the courses)</p> | | |

| | | | | | |
|--|--|---|---|--|--|
| | Jordan EIIP | | | Lebanon EIIP | |
| | Phase II | Phase III | Phase IV | Phase I+II | Phase III |
| | <i>partners. Given these considerations, 70% appears to be a very high target.</i> | | | | |
| | | | | | |
| Asset creation and maintenance related outputs and indicators | Output 1.1: Improved Tertiary Roads | Output 1: Expand and improved environment services in target municipalities | Output 1.1: Improved Roads through routine maintenance works | Output 1.1: Mechanisms for job creation in infrastructure works applied | Output 1.1: Improved access to decent employment for Lebanese Host Community Members and Syrian Refugees |
| | <i>Indicator 1.1: Number of kilometres rehabilitated (Does not match the target for the output: rehabilitated (or maintained?)</i> <i>Target value: 1400 km of road maintenance</i> | <i>Indicator 1.01: Number of municipalities benefitted from improved environment</i> <i>Target value: 8 municipalities</i> <i>Indicator 1.02: Number public events organized on environmental sustainability and keeping the municipality clean</i> <i>Target value: 8</i> | <i>Indicator 1.1.1: Number of Kilometres of road maintained</i> <i>Target values: 2,112 km</i> | <i>Indicator 1.1.1: Number of contracts signed with contractors applying labour intensive technology</i> <i>Target: 5 contracts (phase 1); 8 (phase 2)</i> <i>Indicator 1.1.2: Value of contracts signed with contractors applying labour Intensive technology</i> | |
| | Output 1.2 Expanded agricultural infrastructure of local farmers | Output 2: Capacity of staff at the municipalities built to manage employment intensive projects | Output 1.2: Improved community works | Output 1.2: Improved and sustainable infrastructure and public assets value for Lebanon | Output 1.2: Improved and sustainable infrastructure and public assets value for Lebanon |
| | Indicator 1.2: Number of agricultural infrastructure projects implemented Target values: 100 Cisterns; 20 km Terracing and soil protection; 280 ha of forestry | Indicator 2.01: Number of municipal officials who participated in training activities on employment intensive techniques Target value: 50 Indicator 2.02: % of participants with increased knowledge on | <i>Indicator 1.2.1: Number of municipalities supported</i> <i>Target values: 6 municipalities</i> <i>Indicator 1.2.2: Units of infrastructures constructed, rehabilitated or maintained</i> | <i>Indicator 1.2.1: Number of kilometers rehabilitated</i> <i>Baseline value: 0km</i> <i>Target value:</i> <i>Indicator 1.2.2: Number of water catchment systems constructed</i> | Output indicator 1.2.1: Number of Municipalities that provide the EIIP team with a letter of commitment for future maintenance Baseline value: 0% Target value: 100% Achievable during project duration: 100% |

| | Jordan EIIP | | | Lebanon EIIP | |
|--|-------------|---|--|--|--|
| | Phase II | Phase III | Phase IV | Phase I+II | Phase III |
| | | <p>management of employment intensive techniques</p> <p>Target value: 70%</p> | <p>Target values: xxx road, xxx parks, xxx schools, xxx mosques, xxx cemeteries, xxx trees planted (to be identified after selecting the 6 municipalities)</p> | <p>Baseline value: 0 Target value:</p> <p>Indicator 1.2.3: Number of square kilometers of arable land and slopes protected created by terracing</p> <p>Baseline value: 0 sq km Target value:</p> <p>Indicator 1.2.4: Meters of sewage systems established or rehabilitated.</p> <p>Baseline value: 0m Target value</p> <p>Indicator 1.2.5: Number of public parks, playgrounds and other public social infrastructure improved</p> <p>Baseline value: 0 Target value:</p> <p>Indicator 1.2.6: Number of public buildings constructed, rehabilitated and/or maintained</p> <p>Baseline value: 0 Target value:</p> <p>Indicator 1.2.7: Meters of retaining wall constructed, rehabilitated and/or maintained</p> | <p>Output indicator 1.2.2: Units of infrastructure constructed, rehabilitated or maintained</p> <p>Baseline value: 10 Target value: 25 Achievable during project duration: 15</p> <p>Output indicator 1.3.1: Number of employment generation interventions specifically targeting women</p> <p>Baseline value: 0 Target value: 5 Achievable during project duration:</p> |

| | Jordan EIIP | | | Lebanon EIIP | |
|--|--|---|---|--|---|
| | Phase II | Phase III | Phase IV | Phase I+II | Phase III |
| | | | | <i>Baseline value: 0m</i> <i>Target value:</i> <i>Indicator 1.2.8 : Square kilometres of forest reforested and/or maintained</i> <i>Target value:</i> | |
| | Output 1.3: Increased physical capacity of local schools at targeted communities | | | Output 2.1.: Capacity of Municipalities is built to contract and manage labour intensive approaches in rehabilitation and maintenance of infrastructure | |
| | <i>Indicator 1.3: Number of schools extended or rehabilitated</i> <i>Target value: 50 schools</i> | | | <i>Indicator 2.1.1: Number of municipalities that issue contracts using employment intensive approaches</i> <i>Baseline value: 0</i> <i>Target value:</i> | |
| | | | | | |
| Institutional and technical capacities strengthening and policy influencing | Output 1.4 Capacity of Public sector at national and local level is built to budget, contract, and manage employment intensive approaches (including rehabilitation and maintenance) | Output 2: Capacity of staff at the municipalities built to manage employment intensive projects | Output 1.4: Capacity of private sector built to implement employment intensive approaches | Output 2.2.: Capacity of Private sector at national and local level is built to implement employment intensive approaches in rehabilitation and maintenance | Output 2.1: Improved capacity of private companies to implement employment intensive programmes and local resource based approaches for sustainable infrastructure development, maintenance and environmental works |

| | Jordan EIIP | | | Lebanon EIIP | |
|--|---|---|---|--|--|
| | Phase II | Phase III | Phase IV | Phase I+II | Phase III |
| | <p>Indicator 1.4: Number of public works officials that have participated in formal and on-the-job training on employment intensive approaches</p> <p>Target value: 50 (Comment: Evidence of input. Output would be adoption of the approaches with Outcome being more Decent employment in infrastructure maintenance, improvement and construction activities.)</p> <p>Output 1.6: Increased maintenance of public, environmental and agricultural infrastructure</p> <p>Indicator 1.6: Number of community infrastructure improved</p> <p>Target value: 13 communities</p> | <p>Indicator 2.01: Number of municipal officials who participated in training activities on employment intensive techniques</p> <p>Target value: 50</p> <p>Indicator 2.02: % of participants with increased knowledge on management of employment intensive techniques</p> <p>Target value: 70%</p> | <p>Indicator 1.4.1: Percentage of contractors who attended trainings with increased knowledge on employment intensive approaches (disaggregated by sex and disability)</p> <p>Target values: 80%</p> <p>Indicator 1.4.2: Number of Contractors' employees certified in Local Resource Based Technology (disaggregated by sex and disability)</p> <p>Target values: 50</p> | <p>Indicator 2.2.1: Number of private sector contractors and their staff having received formal and on-the-job training on employment intensive approaches</p> <p>Target 2.2.1: 15(phase I); 15 (phase 2)</p> <p>Indicator 2.2.2: Number of contractors implementing projects using LRBT</p> <p>Baseline: 0 Target value: 65 Target 2.2.2: 5 Contractors (phase 1) and 15 (phase 2)</p> <p>Note: A pool of a minimum of 30 contractors will have been trained and certified in LRBT.</p> | <p>Project indicator 2.1.1: Number of private sector contractors having received formal training on employment intensive approaches and decent work practices</p> <p>Baseline value: 60 Target value: 80 Achievable during project duration: 20</p> <p>Output indicator 2.1.2: Value of contracts signed with contractors applying LRBT and SSF</p> <p>Baseline value: €5,987,911 (\$6,812,446) Target value: €14,518,857 (\$16,518,104) Achievable during project duration: €8,530,946 (\$9,639,967) Exchange rate based on €14 = \$15,927,189 (€1.00 = \$1.1377)</p> |
| | Output 1.5: Capacity of Private sector at national and local level is built to implement employment intensive approaches (including rehabilitation and maintenance) | <p>Output 1.3: Capacity of public sector built to implement employment intensive approaches</p> <p>Indicator 1.3.1: Percentage of public officials who attended trainings with increased</p> | Output 1.5: Strategy for increasing women participation updated and implemented | Module objective 4: MOSA capacity strengthened as the lead Ministry of the Crisis Response and to institutionalize labour-intensive approaches | Output 2.2: Enhanced capacity of the Public Sector to facilitate the implementation of employment intensive programs |

| | Jordan EIIP | | | Lebanon EIIP | |
|--|---|---|----------|--|--|
| | Phase II | Phase III | Phase IV | Phase I+II | Phase III |
| | | <p>knowledge on employment intensive approaches (disaggregated by sex and disability)</p> <p>Target values: 80%</p> <p>Indicator 1.3.2: Number of MPWH engineers and Municipal officials certified in Local Resource Based Technology (disaggregated by sex and disability)</p> <p>Target values: 100</p> | | | |
| | <p>Indicator 1.5: Number of private sector contractors and their staff that have participated in formal and on-the-job training on employment intensive approaches</p> <p>Target value: 120</p> <p>(Comment: Evidence of input - required for implementing the project. Output would be adoption of the approaches with Outcome being more Decent employment in infrastructure maintenance, improvement and construction activities.)</p> | | | <p>Output 4.1.: Staffing and systems at MoSA are improved to promote labour intensive practices</p> <p>Indicator 4.1.1: Number of MoSA staff and field officers trained on Labour Intensive technology</p> <p>Target 4.1.1: 8 (phase 1); 12 (phase 2)</p> <p>Indicator 4.1. SOP for rapid employment formulated by MoSA and adopted by the Livelihood Sector Steering Committee</p> <p>Baseline: not in place Target value: in place</p> | <p>Project indicator 2.2.1: Number of MoL staff (including inspectors) with improved knowledge of EIIP and decent work Practices</p> <p>Baseline value: 12 Target value: 27 Achievable during project duration: 15</p> <p>Project indicator 2.2.2: Number of MoSA staff with improved knowledge of EIIP and Decent Work Practices</p> <p>Baseline value: 5 Target value: 20 Achievable during project duration: 15</p> |

| | Jordan EIIP | | | Lebanon EIIP | |
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| | Phase II | Phase III | Phase IV | Phase I+II | Phase III |
| | | | | <p><i>Indicator 4.2: EIIP methodology formally adopted by the Livelihood Sector Steering Committee</i></p> <p><i>Baseline: not in place</i> <i>Target value: in place</i></p> <p><i>Indicator 4.3: Number of Social Development Centres of MoSA issuing employment intensive contracts</i></p> <p><i>Baseline: 0</i> <i>Target value: 5</i></p> | <p><i>Project indicator 2.2.3: Number of Municipality Staff with improved knowledge of EIIP and Decent Work Practices</i></p> <p><i>Baseline value: 0</i> <i>Target value: 20</i> <i>Achievable during project duration: 20</i></p> <p><i>Project indicator 2.2.4: Social Safeguards Framework approved by MoL</i></p> <p><i>Baseline value: Draft</i> <i>Target value: Approved</i> <i>Achievable during project duration: Approved</i></p> <p><i>Project indicator 2.2.5: Simplified Work Permit procedure for EIIP approved by MoL</i></p> <p><i>Baseline value: Draft</i> <i>Target value: Approved</i> <i>Achievable during project duration: Approved</i></p> <p><i>Project indicator 2.2.6: SOP for LRBT approved by MoSA</i></p> <p><i>Baseline value: Draft</i> <i>Target value: Approved</i> <i>Achievable during project duration: Approved</i></p> |

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| | Jordan EIIP | | | Lebanon EIIP | |
| | Phase II | Phase III | Phase IV | Phase I+II | Phase III |
| | | | | | <p><i>Project indicator 2.2.7: SOP and methodology for LRBT formally adopted by the Livelihood Sector Steering Committee</i></p> <p><i>Baseline value: N/A</i> <i>Target value: Adopted</i> <i>Achievable during project duration: Adopted</i></p> |

Appendix C: The evaluation frame, specific questions and sources including interviewees

| Evaluation criteria / sub-criteria (numbered) | Comment, data sources and methodology note |
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| Relevance and strategic fit | <i>The extent to which the objectives are aligned with sub-regional, national and local priorities and needs, the constituents' priorities and needs, and the donor's priorities for the country. This criterion represents the strategic dimension of the evaluation with a number of aspects.</i> |
| RS1. How well do the projects' approaches fit context of the on-going crisis in the two countries? To what extent do the projects fit into national development and humanitarian response plans? Do the projects' designs take into account local efforts addressing the crisis? Are the planned projects' objectives and outcomes relevant and realistic to the situation and needs on the ground? Were the problems and needs adequately analysed? | <p><i>This is the key aspect of this criterion to be addressed. The influx of refugees is a major crisis for the refugees and host communities and for the countries and the region. The two clusters form a part of the overall national and international efforts to mitigate the crisis. The evaluation will examine: (a) the strategic fit between the EIIP approach and how it has been adapted and applied to complement the other initiatives, and (b) the intended contribution of the clusters to crisis mitigation.</i></p> <p><i>Data sources are national policy and international agency documents and materials (e.g. the Jordan and Lebanon Response Plans for the Syria crisis and 3RP documents).</i></p> <p><i>Interviews (EIIP project teams, Resilience and Response Specialist, project partner ministries and directorates (implementing), municipalities, staff other projects of relevance (EIIP Norway, World Bank Project), policy ministries and agencies, workers, project beneficiaries, GIZ / CfW and UNOPS)</i></p> |
| RS2. How do the projects' objectives respond to the priorities of the donor (BMZ/KfW) in Lebanon and Jordan? | <i>The fit with the priorities of the donor is clearly of key importance. BMZ/KfW documents and materials on broad priorities and specific priorities relevant for displaced persons in general and the region in particular. Interviews with KfW and GIZ representatives in Jordan and Lebanon and with KfW/BMZ staff in Germany through KfW representatives in country.</i> |
| RS3. Are the projects' objectives aligned with tripartite constituents' objectives and needs? What measures were taken to ensure alignment? | <i>Assessing the alignment with the objectives and needs of workers and employers as two of the constituents is relevant given the implications for them of the projects as employment creation initiatives.</i> |
| RS4. To what extent are the projects' activities linked to the global commitments of the ILO including the Sustainable Development Goals and the agenda 2030? | <i>Appraisal of the role of EIIP and the projects in Jordan and Lebanon in the context of ILO's crisis response framework globally and in the region and the overall ILO mission aligned with the SDGs (ILO document relevant for the appraisal have been identified).</i> |

| Evaluation criteria / sub-criteria (numbered) | Comment, data sources and methodology note |
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| Validity of design | <i>The extent to which the project design, logic, strategy and elements are/remain valid vis-à-vis problems and needs.</i> |
| D1. Are the projects' strategies and structures coherent and logical (what are logical correlations between the development objective, module outcomes, and outputs)? Do the different phases under each of the projects align and are they coherently designed? Do any changes need to be made to the design of the projects? (recommendations for future phases taking into account compliance with the methodology note). | For a cluster evaluation, it is necessary to specify broad objectives which EIIP projects are capable of delivering. The degree to which they have been delivered or are being delivered depends on the project design as well as implementation. The four broad objectives, to be further refined, have been specified as: (a) short-term decent employment creation with requirements for balance between refugee and host community participation, inclusion (per cent of women and disabled persons participating); (b) improvement or preservation of infrastructure and other public assets including municipal and environmental; (c) Improved capacity to manage and implement local resource-based employment intensive projects, and (d) improved employability beyond project employment. The design will also have been affected by priorities and constraints specific to localities and countries. The sources of data for this aspect will be the project documents and interviews with project staff and implementing ministries and agencies. |
| D2. What is the impact of short, overlapping phases? | This is an important specific question which will be addressed from project documents and interviews with project staff and implementing ministries and agencies. |
| D3. What kind of activities have proven to be especially successful and why? Which activities should rather not be continued? | This is again an important specific question to be addressed from project documents and interviews with project staff and implementing ministries and agencies. "Activities" here is taken to refer to the types of asset creation, rehabilitation and preservation. The success criteria would also need to be specified to take account of the balance between work of value and engagement of workers. Further, whether activities are successful depends on the design as well as effectiveness of implementation and any obstacles to implementation. |
| D4. How does the design of the two country projects compare, taking into consideration the country contexts and differences in project design? What | Project documents and interviews with project staff and implementing ministries and agencies will provide information on the similarities and differences in design between the countries. |

| Evaluation criteria / sub-criteria (numbered) | Comment, data sources and methodology note |
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| similarities are there? What differences are there and why, and how can the country projects benefit from those lessons learned? | |
| D5. Are the projects identification and selection processes of interventions logical? | <i>Project documents and interviews with project staff and implementing and policy ministries and agencies will provide information on the project identification processes and the challenges faced for each project within Jordan and Lebanon.</i> |
| D6. Is it appropriate for short duration, overlapping and non-repeating phases to focus on maintenance activities? Do short overlapping phases detract attention from the long term need for maintenance? | <i>There are a number of implications of short duration and overlapping projects. This aspect is specifically concerned with maintenance which needs to be a continuing activity for preserving the value of assets. Therefore ultimately requiring the commitment of national partners to take responsibility. On the other hand maintenance activities are highly suited for LRBT and attractive in generating employment. Project documents and interviews with the donor, project staff and implementing and policy ministries and agencies will provide the input for this aspect of the evaluation.</i> |
| D7. Are projects phases' timeframes appropriate including (i) project identification (ii) project design including approvals (iii) tender process, and (iv) project implementation? | <i>Project documents and interviews with project staff and implementing and policy ministries and agencies will provide the information required for this aspect of the evaluation. In particular, project staff will be the key informants for understanding the processes and challenges in depth with the national partners' (implementing and policy ministries and agencies) perspective being important for understanding national priorities and challenges.</i> |
| D8. How do the projects' governance and staffing structure compare in the two countries, and what are lessons that could be learned? | <i>There are clearly differences in the governance structure between Jordan and Lebanon, notably ILO being the sole implementing agency in Jordan and implementing in partnership with UNDP in Lebanon. The evaluation of the implications of the governance structure requires inputs from a number of stakeholders: the ILO offices in Jordan and Lebanon (for their engagement in managing the relationship between the project and policy and implementing ministries and between the project and the donor. For both the country clusters KfW is the funding agency. Project documents and interviews with project staff and implementing and policy ministries and agencies will provide the information required.</i> |
| D9. Were projects' assumptions and targets realistic, and did the projects undergo risk analyses and design readjustments when necessary? What are | <i>Project documents and interviews with project staff and implementing and policy ministries and agencies will provide the information required for this aspect of the evaluation. In particular, project staff will be the key informants for understanding the processes and challenges in depth with the national partners' (implementing and policy ministries and agencies), contractors and</i> |

| Evaluation criteria / sub-criteria (numbered) | Comment, data sources and methodology note |
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| <p>the implications of having short term (two month) contracts on the workers and on the partners who have to follow up on all administrative details and for the project staff?</p> <p>On the other side: What are the benefits of having a two-months rotation and by that reaching more people in total?</p> | <p>donor's perspectives on whether the targets were realistic, the implications of design adjustments and the pros and cons of shorter and longer contracts for workers. Individual and focus group interviews with workers in addition to reports on workers' surveys will provide the implications for workers as project beneficiaries.</p> |
| <p>D10. Do the projects make use of monitoring and evaluation frameworks? How appropriate and useful are the indicators in assessing the projects' 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? Are the assumptions for each module objective and output realistic or did many changes to the originally agreed target values take place? Do the projects make use of project checklists to monitor (a) decent work conditions; (b) working time of workers; (c) decent working conditions; do these checklists reflect indicators and/or agreed standards for the work?</p> | <p>Project documents (to include project planning and management documents) and interviews with project staff in some depth will provide information on the M&E frameworks and indicators and the use of checklists and any other instruments to monitor working conditions, compliance with standards, gender and PwD sensitivity and measures in place in the design to enable women's and PwD's participation. Interview with the donor will provide their perspective on the information on project performance and compliance they require. Interviews with implementing and policy ministries and agencies and contractors will include questions on these aspects. Individual and focus group interviews with workers in addition to reports on workers' surveys will provide their perspective on working conditions, compliance with standards and gender and PwD sensitivity. Separate women's focus groups and interviews with persons with disability will be included.</p> |
| <p>D11. Are short term worker contracts consistent between the two projects? What are the impacts of 1) two month working periods (rather than</p> | <p>A synthesis of evidence on the length of worker contracts as a project design aspect (Design validity, item 9) will provide the evidence for comparison between phases within each country and the two country clusters.</p> |

| Evaluation criteria / sub-criteria (numbered) | Comment, data sources and methodology note |
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| longer periods) and 2) high labour intensity – from a logistical/administrative perspective, and also from a sustainability perspective (the impact on beneficiaries of short two month working periods)? | |
| D12. What are the benefits of expanding into other locations in future phases, compared to continuing to work for a longer time in the original locations? | <i>The relevant aspects to be considered here are likely to be the advantages of continuing to work in the areas the project teams are familiar with and where they have established relationships with partners, the challenges of stretching the resources of the project team by moving into new locations, the need for the project in other locations and national and local priorities. Project documents and interviews with project staff and implementing and policy ministries and agencies will provide the information and insights required for this aspect of the evaluation. Interviews with the donor will also include questions on their perspective.</i> |
| D13. Which is more effective: a series of many short phases, or fewer longer phases? | <i>Project documents and interviews with project staff and implementing and policy ministries and agencies will provide the information and insights required for this aspect of the evaluation. Interviews with the donor will also include questions on their perspective.</i> |
| D14. Has the project design taken into account gender and inclusion dimensions? | <i>This is a key aspect to be addressed. See Design validity item 10 where the approach to this aspect has been outlined.</i> |
| Efficiency | <i>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</i> |
| EY1. To what extent have the projects' activities been cost-effective in terms of creating livelihoods, creating / maintaining assets? How can the labour intensity of the projects be optimised with due regards to the quality of assets created? Have resources (funds, human resources, time, | <i>Project documents and interviews with project staff in depth are key for addressing cost effectiveness, asset creation and preservation, labour intensity and resource allocation. The donor's perspective is also of key importance and hence this will be one of the topics included in the interviews with the donor in both the countries. Further interviews with implementing and policy ministries and agencies will provide their perspectives on these aspects.</i> |

| Evaluation criteria / sub-criteria (numbered) | Comment, data sources and methodology note |
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| expertise, etc.) been allocated strategically to achieve outcomes? | |
| EY2. To what extent have the projects been able to build on other ILO or non-ILO initiatives either nationally or regionally, in particular with regard to the creation of synergies in cost sharing? | <i>Project documents, interviews with project staff and national ILO offices will form the base for addressing this aspect. Interviews with implementing and policy ministries and agencies will be sources for information on their synergies to date and going forward and other non-ILO sources for synergies. Interviews with other organisations offering synergies will also be interviewed (e.g. UNOPS, GIZ, World Bank).</i> |
| EY3. What were the intervention benefits and related costs of integrating gender equality? | <i>Project documents and interviews with project staff will provide the necessary information and insights on this aspect. Interviews with implementing and policy ministries and agencies and contractors will include questions on this aspect. This will also be included as an issue for women's focus groups.</i> |
| EY4. For the Lebanon component, comment on efficiency gains/losses resulting from the ILO / UNDP partnership. | <i>This aspect will be addressed along with the governance issue (Validity and design, item 8).</i> |
| EY5. Comment on efficiency of short phases and overlapping phases. | <i>This aspect will be addressed along with Validity and design, items 2 and 6.</i> |
| EY6. How could the efficiency of the projects be improved? | <i>Addressing this aspect will be based on the synthesis of evidence and comparison between the clusters in the two countries on the Efficiency criterion as well as the other criteria. Further for interviews with all key stakeholders (including workers) an open "suggestions" question will be included.</i> |
| EY7. How could coordination between the different implementing agencies be improved? | <i>This aspect will be addressed along with Efficiency, item 2. While item 2 addressing actual or potential synergies, this item is concerned with how they could be achieved.</i> |

| Evaluation criteria / sub-criteria (numbered) | Comment, data sources and methodology note |
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| Effectiveness | <i>The extent to which the project can be said to have contributed to the development objective and the module objectives and more concretely whether the stated outputs have been produced satisfactorily; in addition to building synergies with national initiatives and with other donor-supported projects;</i> |
| ET1. What progress have the projects made so far towards achieving the development objective and module outcomes? Were targets under each phase reached? In cases where challenges have been faced, what intermediate results can be reported towards reaching the outcomes? | <i>The four broad objectives set out in sub-criterion 1 under “Design validity” will form the basis for this aspect of the evaluation. Project documents and interviews with project staff and implementing and policy ministries and agencies will provide the information required. The donor’s perspective will also be sought.</i> |
| ET2. Effectiveness and appropriateness of Local Resource Based Technology appropriate and effective for different types of infrastructure, are there differences in the countries? | <i>Project documents (to include project planning and management documents) and interviews with project staff in some depth will provide information and insights on the effectiveness and appropriateness of Local Resource Based Technology appropriate and effective for different types of infrastructure. Interviews with the donor will provide their perspective. Interviews with implementing and policy ministries and agencies and contractors will include questions on these aspects.</i> |
| ET3. How have stakeholders been involved in projects’ implementation, including selection of locations and activities? To what extent has the project management been participatory and has the participation contributed towards achievement of the project objectives? | <i>Project documents (to include project planning and management documents) and interviews with project staff in some depth will provide information on stakeholder engagement. Interviews with the donor will provide their policy on stakeholder engagement, their perspective on stakeholder engagement to date and views on such engagement going forward. Interviews with implementing and policy ministries and agencies and contractors will include questions on these aspects.</i> |
| ET4. How did outputs and outcomes contribute to ILO’s mainstreamed strategies including gender | <i>Project documents and interviews with project staff and national ILO offices will provide information and insights on how these aspects have been addressed. Interviews with the donor will provide their policy on stakeholder engagement, their perspective on stakeholder</i> |

| Evaluation criteria / sub-criteria (numbered) | Comment, data sources and methodology note |
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| equality, social dialogue, poverty reduction and labour standards? | <i>engagement to date and views on such engagement going forward. Interviews with implementing and policy ministries and agencies and contractors will include questions on these aspects.</i> |
| ET5. What, if any, alternative strategies would have been more effective in achieving its objectives? | <i>Addressing this aspect will be based on the synthesis of evidence and comparison between the clusters in the two countries on the Effectiveness and other criteria. Of particular note is Design validity, item 1. Further for interviews with all key stakeholders (including workers) an open “suggestions” question will be included.</i> |
| ET6. What positive or negative unintended outcomes can be identified? | <i>Addressing this aspect will be based on the synthesis of evidence and comparison between the clusters in the two countries on the Effectiveness and other criteria.</i> |
| ET7. Assess the efficiency of carrying out Municipality works in Jordan by direct labour and Municipal supervision, compared to the possible use of contractors (as done in Lebanon)? | <i>Normally there is preference for contractor operation because of capacity constraints in public sector implementing agencies but there may be cases where direct labour is more appropriate or the only feasible option. Project documents and interviews with project staff and implementing and policy ministries and agencies, notably the municipalities will provide the information and insights required.</i> |
| ET8. Assess location, project and activity selection and the involvement of stakeholders in that selection. Should Municipalities be nominated centrally, or should Municipalities be allowed to bid competitively for involvement. | <i>Project documents and interviews with project staff and implementing and policy ministries and agencies, notably the municipalities will provide the information and insights required. The preparedness of municipalities to implement projects and acute need for employment generation in many locations are considerations.</i> |

| Evaluation criteria / sub-criteria (numbered) | Comment, data sources and methodology note |
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| ET9. What have been specific strategies in terms of breaking gender stereotypes? Have they been successful? What are the next steps ahead? | <i>This aspect will be addressed in conjunction with Design validity (items 4, 9, 10 and 14), Efficiency item 3 and Effectiveness item 4.</i> |
| ET10. What have been strategies for disability inclusion? Have they been successful? What should be done differently to improve impact? | <i>This aspect will be addressed in conjunction with Design validity item 10.</i> |
| ET11. There is difficult balance to strike between a large coverage of many areas and a more focused approach on a limited number of sites – have the projects optimised the options they had in this regard? | <i>This aspect will be addressed in conjunction with Design validity item 12.</i> |
| ET12. Have the projects contributed to Peace and conflict prevention? | <i>Project documents and interviews with project staff and implementing and policy ministries and agencies will provide some insights. Individual and focus group interviews with workers in addition to reports on workers' surveys will provide the implications for workers as project beneficiaries. Other important sources will be interviews with and publications of agencies concerned with the welfare of refugees and relations between refugees and host communities.</i> |
| Impact | Positive and negative changes and effects caused by the project at the sub regional and national levels, i.e. the impact with social partners, government entities, beneficiaries, etc.; special attention should be given to secondary job effects, which are expected to occur in economic infrastructure like agricultural roads, markets or irrigation. |

| Evaluation criteria / sub-criteria (numbered) | Comment, data sources and methodology note |
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| IM1. What is the likely contribution of the projects' initiatives to the stated development objectives of the intervention? | <i>This aspect will be addressed in conjunction with Design validity item 1 and Effectiveness item 1.</i> |
| IM2. To what extent do the projects influence long term changes in policy and approaches at the level of the governments? What have been the achievements and shortcomings of the projects in providing formal job opportunities – in particular, in terms of work permits, social protection, and organization / representation? Do the projects influence women's participation in workforce? | <i>Project documents and interviews with project staff and national ILO offices and Resilience and Crisis Response Specialist will provide information and insights on these aspects. Interviews with implementing and policy ministries and agencies and contractors will include questions on these aspects. The response of the policy ministries which shape and implement policies on work permits and social protection will be key in this respect. A question will be included in the donors' interviews their perspective on longer term impacts.</i> |
| IM3. Special attention in Lebanon: what are the implications of the work permit regulations suggested by ILO for the situation of Syrian refugees in Lebanon (note that this is a sensitive and contested issue). | <i>This aspect for Lebanon will be considered in conjunction with Impact item 2 above.</i> |
| IM4. Is the length of contracts adequate to allow for beneficiaries to graduate to longer term job and sustainable source of livelihood? | <i>This aspect will be addressed along with Validity and design items 9 and 11.</i> |
| IM5. What is the indirect and induced impact of the projects in terms of business growth and job | <i>Potential for impacts of this type will vary considerably between projects. Some projects have economic and employment generation value while others have social amenity and environmental value. There are also differences between projects in priorities between short term job creation and asset creation and preservation. These aspects will have to be in mind</i> |

| Evaluation criteria / sub-criteria (numbered) | Comment, data sources and methodology note |
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| creation, secondary job effects along the value chain? How can it be improved? | <i>when considering these aspects. Project documents (including any economic evaluations where appropriate and available) and interviews with project staff will provide information and insights on indirect and induced impacts. Interviews with the donor will include a question on their expectations on these impacts for different types of projects.</i> |
| Effectiveness of management arrangements | |
| EM1. What was the division of work tasks within the projects' teams? Has the use of local skills been effective? How do the projects' governance structure facilitate good results and efficient delivery? How do the 2 projects compare, and what can be learned for efficiency gains? | <i>Project documents and interviews with project staff and national ILO offices will provide information and insights on management effectiveness. The donor's perspective will also be sought on the effectiveness of management in their relationship with the projects in the two national clusters.</i> |
| EM2. How clear is the understanding of roles and responsibilities and division of labour between projects' staff and government entities? | <i>Project documents and interviews with project staff and government entities (implementing and policy ministries and agencies) will provide the required information and insights on this aspect of management. how these aspects have been addressed. Interviews with the donor will provide their policy on stakeholder engagement, their perspective on stakeholder engagement to date and views on such engagement going forward. Interviews with and The contractors' perspective is also relevant since they engage with the project staff and government entities which have different roles and responsibilities.</i> |
| EM3. How effective was communication between the projects' teams, the regional office and the responsible technical department at headquarters? Have the projects received adequate technical and administrative support/response from the ILO backstopping units? | <i>Project documents and interviews with project staff and national ILO offices will provide information and insights on the effectiveness of communication and support from the regional and technical departments. The perspective of the regional office and technical departments is also relevant here. Since the donor may also have had engagement with the ILO at the regional and HQ levels, a question on this aspect will be included in the interview.</i> |

| Evaluation criteria / sub-criteria (numbered) | Comment, data sources and methodology note |
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| <p>EM4. How effectively do the projects' management teams monitor the projects' performances and results? Do the projects report on progress in a regular and systematic manner, both at regional level, to PROGRAM and the donors? What M&E system has been put in place, and how effective has it been? Do the M&E systems provide for capturing results in terms of women's and PwDs' participation?</p> | <p><i>Monitoring as an essential part of management will be addressed in conjunction with Design validity item 10.</i></p> |
| <p>Sustainability</p> | <p><i>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, in the case of infrastructure this refers concretely to whether operation and maintenance agreements are actually being implemented; the extent to which the knowledge developed throughout the project (research papers, progress reports, manuals and other tools) can still be utilised after the end of the project to inform policies and practitioners.</i></p> |
| <p>SU1. Are the results achieved by the projects so far likely to be sustainable in terms of (a) financial sustainability, capabilities, mandate and commitment of stakeholders, (b) sustainable livelihood sources of beneficiaries? What measures have been taken to ensure that the key components of the projects are sustainable beyond the life of the projects? Are they sufficient?</p> | <p><i>Project documents and interviews with project staff will provide information and insights on dimension (a). Interviews with implementing and policy ministries and agencies as the stakeholders who will need to commit to securing sustainability are key for this part of the evaluation. However, securing dimension (a) sustainability is a major challenge worldwide let alone in distressed situations.</i></p> <p><i>Dimension (b) sustainability is a major challenge for short term EIIP projects, especially in a crisis response situation. It will be addressed in conjunction with Design validity items 9 and 11 and Impact items 2 and 4. Project documents (in particular reports on workers' surveys) and individual and focus group interviews with workers will be some of the sources of information. Other relevant documents as information sources include the ILO Crisis Response Plan, the Jordan and Lebanon Response Plans for the Syria crisis and 3RP documents. Developing synergies with other agencies is an important avenue for developing dimension (b) sustainability.</i></p> |

| Evaluation criteria / sub-criteria (numbered) | Comment, data sources and methodology note |
|--|---|
| | <p>Therefore interviews with the Resilience and Crisis Response Specialist and other agencies engaged in providing support for developing sustainable livelihoods support.</p> <p>The donor's perspective on dimensions (a) and (b) sustainability, the timescales for securing them and support for developing them are important and therefore the interviews with the donor in both the countries will include questions on these aspects.</p> |
| SU2. To what extent are national partners able and willing to continue with the project? How effectively have the projects built national ownership? | This item is closely aligned with dimension (a) in Sustainability item 1 above and will be considered in conjunction with it. |
| SU3. Are operation and maintenance agreements for infrastructure in place, and are these actually being implemented? Is there adequate and sustainable funding for O&M? | This item is closely aligned with dimension (a) in Sustainability item 1 and item 2 above and will be considered in conjunction with it. Project documents and interviews with project staff and implementing and policy ministries and agencies will provide information on operation and maintenance agreements and funding arrangements in place. |
| SU4. How could sustainability of the measures be increased (e.g. through design changes in the projects)? | Interviews with project staff and implementing and policy ministries and agencies will include exploration of options. |
| SU5. At this stage, would considering a continuation of the projects be justifiable? In what way could achievements be consolidated? In what way should the next phases differ from the current ones? | Addressing this important aspect of value in presenting an appraisal of value for future phases will be based on the synthesis of evidence and comparison between the clusters in the two countries on all the criteria in the evaluation. |
| Challenges, lessons learned and specific recommendations for the formulation of new Phases: | |
| 1. Based on the challenges identified during the implementation of previous phases, how can | The lessons learnt on meeting the challenges and learning from good practice (item 2 below) are closely aligned with Sustainability, item 5 and will therefore be addressed in conjunction with it. |

| Evaluation criteria / sub-criteria (numbered) | <i>Comment, data sources and methodology note</i> |
|--|--|
| challenges be addressed in ongoing and new phases? | |
| 2. What good practices can be learned from the different phases of the projects that can be applied to future phases of this project or similar future projects? | |
| Did a regional evaluation prove to be successful? How can future evaluations be implemented to generate the most benefit? | <i>These questions require reflection on the effectiveness and value of the regional cluster evaluation approach to derive lessons for future evaluations.</i> |

Appendix D: List of documents consulted in preparing the Inception Report

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EIIP Jordan Team (2019d) Employment Intensive Investment Programme for Jordanians and Syrian refugees (Phase IV): Semi-annual Progress Report #1. December 2018 – May 2019.

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EIIP Lebanon Team (2019b) Employment Intensive Infrastructure Programme in Lebanon (Phase III): Progress Report No. 1 (Inception Report) - Main report and annexes.

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EIIP Lebanon Team (2019d) 191031 EIIP Phase III Project Update 31 October 2019.

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EIIP Lebanon Team (2019f) Agricultural roads in Tal Abbas: Completion Report.

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EIIP Lebanon Team (2019h) Storm water drains in Mazboud & Katermaya: Completion Report.

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Appendix E: List of persons interviewed

Jordan

ILO Office Jordan

Patrick Daru, ILO Country Coordinator for Jordan

EIIP project team

Simon Done, Project CTA

Sonath Pen, International Engineer

Sampson Addo-Teye, International Engineer

Farah Al Azab, Communications, Community Development & Monitoring Officer

Suha Hawatmeh, Admin Finance Officer

Mahmoud Odeh, Procurement Officer

Qais Khrais, Environmental & Social Safeguards Officer

Hazim Abu Issa, National Engineer - Irbid

Sharif Khaled, National Engineer - Mafraq

Anas Al Bakhit, National Engineer - Amman

Thair Ziyadne, National Engineer - Jerash

Ahmad Athamat, National Engineer - Zarqa

KfW

Sarah Christin Meier, KfW Desk Officer (Skype meeting)

Government ministries and municipalities

Engineer Hussein Muhaidat, Project Focal Point, Ministry of Local Administration (MoLA)

Engineer Maen Al Rabadi, Ministry of Public Works and Housing (MPWH)

Engineer Dalia Banoura, Ministry of Public Works and Housing (MPWH)

Dr Mahmoud Al Rabea, Ministry of Agriculture (MoA)

Eng. Ibraheem Al-Hammad, Director, Public Works Directorate, Mafraq Governorate

Dr Fayez Al-Khawaldeh, Director, Agriculture Directorate, Mafraq Governorate

Eng. Aysha Nhar Al-Khazahl, Agriculture Directorate, Mafraq Governorate

Eng. Mahammad Abu Dalbough, Agriculture Directorate, Mafraq Governorate

Mayor Zeyad Al Rashaidat, Sahel Horan Municipality, Irbid Governorate

Mayor Mohammad Hayel Al-Zoubi, Al Yarmouk Municipality, Irbid Governorate

Mohammad Naamneh, Coordinator, Al Yarmouk Municipality, Irbid Governorate

Mayor Wahbe Al Zawahra, Beren Municipality, Zarqa Governorate

Mayor Mifleh Khader, Muawaqqar Municipality, Amman Governorate

Ayman Qudah, Head of Local Council, Muawaqqar Municipality, Amman Governorate

Thaar Khreisha, Director of Development Unit, Muawaqqar Municipality, Amman Governorate

Nayef Alhardan, Finance Manager, Muawaqqar Municipality, Amman Governorate

Representatives of other agencies and projects

Farah Shouli, KfW School Maintenance Project Manager, UNOPS, Amman Office

Eng. Bashar Samarneh, Project Manager, Municipal Services and Social Resilience Project (MSSRP),
World Bank

8 contractors and staff (Phase II and Phase IV) - group meeting in Mafraq Governorate

Workers and other beneficiaries (individually and in groups)

26 EIIP workers (16 men, 10 women) and 4 site engineers (2 men, 2 women) distributed over 5 project sites. A farmer who benefited from a water cistern constructed on his land.

Lebanon**EIIP project team**

Tomas Stenstrom, Chief Technical Advisor
Eav Kong, International Senior Engineer
Tarek Jaber, National Engineer
Ghida Hammieh, National Engineer
Fadi Hashem, Procurement and Finance Officer
Christopher Choueiri, Communications, Monitoring and Evaluation Officer
Rita Abou Jaoude, Decent Work and Gender Advisor
Hani Baltaji, Social Safeguard Officer
Elie Hanna, Social Safeguard Officer

ILO ROAS

Frank Hagemann, Deputy Regional Director
Maha Kattaa, Resilience and Crisis Response Specialist
Oktavianto Pasaribu, Chief, Regional Programming Unit
Lama Oueijan, Senior Specialist, Employers Activities
Mustapha Said, Senior Specialist, Workers Activities
Sarah El Jamal, Programme Officer
Nathalie Bavitch, Regional M&E Officer
Toni Ayrouth, Programme Officer
Frida Khan, Gender Specialist
Shaza Ghaleb Jondi, Senior UN Coherence and Partnership Specialist

KfW

Laura Knierim, Project Manager
Sacha Stadtler, Director, KfW Office, Beirut
Leanord Dlubatz, KfW Office (External Consultant), Beirut

Government ministries and municipalities officials

Peter Farah, EIIP Advisor to the Minister of Social Affairs, Ministry of Social Affairs (MoSA)
Robin Saghbini, Advisor to the Minister of Social Affairs, Ministry of Social Affairs (MoSA)
Amy Aoun, Advisor to the Minister of Labour, Ministry of Labour (MoL)
Mayor Fadi Slaiby, Hammana Municipalities
Mayor Walid Mitri, Tal Abbas Municipality
Mayor Michel Rahme, Ainata Municipality
Mayor Maan Khalil, Ghobeiri Municipality
Mayor, Becharre Municipality
Charbel Bayea, Municipal Engineer, Becharre Municipality

Representatives of other agencies and projects

Marina LoGiudice, LHSP Chief Technical Advisor, UNDP
Ahmad Serhal, Senior Civil Engineer, LHSP, UNDP
Elie Helou, Council for Development and Reconstruction, Project Manager

Contractors

Omar Chebaro, ARCC Contracting Company (Hammana Project)
Mohammad Nechabe, NEC Contracting Company (Tal Abbas Project)
Leila Ghazzoul, AHLCO Contracting Company (Saida Barti Project)
Hassan Soueidan, Traffic Mall Contracting Company (Ghobeiri Project)
Abdelhamid Abdelhamid, SIMA Contracting Company (Becharre Project)

Workers and other beneficiaries

20 EIIP workers (15 men, 5 women) and 2 site engineers (1 man, 1 woman) distributed over 3 projects. 2 farmers / households on the improved Tal Abbas road.

ILO Headquarters, Geneva

Chris Donnges, Coordinator, Employment Intensive Investment Programme (EIIP)
Mito Tsukamoto, Chief, Development and Investment Branch (DEVINVEST), Employment Policy Department
[Mini Thakur](#), Senior Evaluation Officer, Evaluation Office (EVAL)

Appendix F: Jordan EIIP Evaluation Schedule, 10 - 19 November 2019

| | |
|-------------------------|--|
| 10 November 2019 | Arrival and preparations in Amman |
| 11 November 2019 | Meetings in Amman: (a) Initial meetings with the ILO Country Coordinator, EIIP CTA and staff, ROAS Resilience and Crisis Response Specialist. (b) Meetings at MoLA and MPWH. Preparation for visits to governorates and municipalities. |
| 12 November 2019 | Visits to Sahel Horan (JP-II) and Al Yarmouk (JP-III) municipalities (Irbid Governorate) - meetings in municipality offices, site visits and discussions with workers and site supervisors. |
| 13 November 2019 | Visit to Mafraq Governorate. Meetings at Public Works Directorate (JP-II and JP-IV partners) and Agriculture Directorate (JP-II partner). Separate meetings with JP-II contractors and workers. Visit to farm which has benefited from a water cistern installation. |
| 14 November 2019 | Further meetings with EIIP staff, as a group and individually and study documents for in-depth understanding of strategic, planning, operational and financial aspects. Skype / phone meetings with: (a) ROAS M&E Officer and the Jordan and Lebanon EIIP CTAs to review the Inception Report and evaluation progress and summarise issues to be addressed. (b) KfW Desk Officer (donor's perspective). |
| 15 November 2019 | Official holiday. Study of documents and preparation for end of mission debrief. |
| 16 November 2019 | Visits to Beren Municipality (JP-IV) (Zarqa Governorate) and Muawaqqar Municipality (Amman Governorate) (JP-IV) - meetings in municipality offices, site visits and discussions with workers and site supervisors. Discussions with EIIP engineers in the field for further insights into planning and operational aspects. |
| 17 November 2019 | Meetings in Amman: (a) World Bank MSSRP Project Manager. (b) UNOPS Schools Maintenance Project Manager. End of mission meetings with the ILO Country Coordinator and EIIP CTA. Preparation for the end of mission debrief. |
| 18 November 2019 | End of mission de-brief presentation (Jordan EIIP team attending in person, the ROAS M&E Officer, the ROAs Resilience and Crisis Response Specialist, the Lebanon EIIP CTA and M&E Officer attending virtually). Departure. |

Appendix G: Lebanon EIIP Evaluation Schedule, 1 - 11 December 2019 and 8 - 9 January 2020

| | |
|-------------------------|---|
| 1 December 2019 | Arrival in Beirut |
| 2 December 2019 | Briefing meetings at the ILO EIIP Office with the EIIP CTA, Engineering Team, Monitoring and Evaluation Officer, Social Safeguard Officers. Preparation for visits to municipalities and other meetings. |
| 3 December 2019 | Meetings in Beirut: (a) KfW Lebanon Director and KfW External Consultant. (b) UNDP Staff (LHSP CTA, LHSP Senior Civil Engineer). (c) KfW Project Manager (phone). Study of documents at ILO EIIP Office and further discussions with the EIIP CTA. |
| 4 December 2019 | Meetings in and near Beirut: (a) Advisor to the Minister of Labour. (b) Advisors to the Minister of Social Affairs. (c) Meeting with a contractor and staff at the contractor's office. |
| 5 December 2019 | Visits to Ghobeiri and Hammana Municipalities - meetings in municipality offices and site inspect, discussions with the contractor and workers (Ghobeiri). Meeting with contractor (Hammana project) at the EIIP Office. |
| 6 December 2019 | Visit to Tal Abbas to visit the site of the completed rural road project - discussions with the contractor, workers and farmers / households benefiting from the road. Meeting in the office with the ROAS Resilience and Crisis Response Specialist. |
| 7 December 2019 | Visit to Becharre Municipality - meeting in municipality office and site visits to include discussions with the contractor, site supervisors and workers and inspection of works. Discussions with the EIIP engineer and SSO in the field for further insights into planning and operational aspects. |
| 8 December 2019 | Meetings in: (a) ILO ROAS office (Chief, Regional Programming Unit; Senior Specialist, Employers Activities; Senior Specialist, Workers Activities), and (b) ILO EIIP office (Decent Work and Gender Advisor, EIIP). Preparation for the internal debrief presentation. |
| 9 December 2019 | Meetings in: (a) ILO ROAS office (Regional M&E Officer, Deputy Regional Director, Senior UN Coherence and Partnership Specialist, Programme Officer). (b) ILO EIIP office (Procurement and Finance Officer, International Senior Engineer). Preparation for the internal debrief presentation. |
| 10 December 2019 | Internal debrief presentation (the Lebanon EIIP team, the ROAS M&E Officer, the ROAS Resilience and Crisis Response Specialist and other ROAS staff attending in person, the Jordan EIIP CTA and team members attending virtually). Meetings in EIIP (CTA and M&E Officer) and ROAS offices (Programme Officer). |
| 11 December 2019 | Meetings in and near Beirut: (a) Mayor of Ainata (to discuss Deir el Ahmar irrigation project). (b) CDR (Council for Development and Reconstruction) Project Manager. End of mission discussions with the EIIP CTA and EIIP and ROAS M&E Officers. Departure. |
| 8 January 2020 | Return to Beirut. Discussions and debriefing the ROAS M&E Officer and EIIP CTA on aspects of the evaluation. |
| 9 January 2020 | Presentation of draft findings to key stakeholders internal (ILO ROAS staff, Jordan and Lebanon EIIP teams) and external (KfW and UNDP) stakeholders. Departure. |

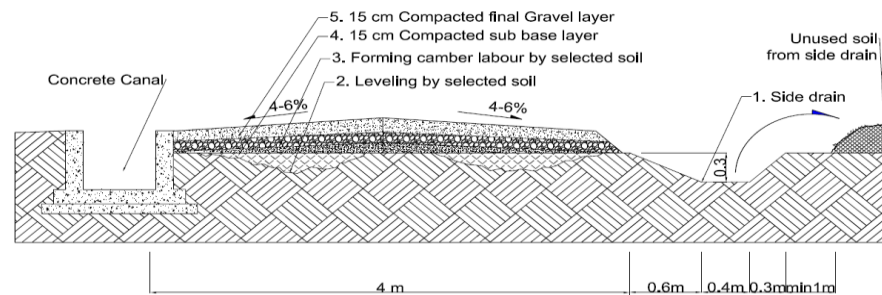
Appendix H: Comparison of costs of labour-based and equipment based agricultural roads and irrigation canals

COST ESTIMATE/ANALYSIS FOR THE CONSTRUCTION OF 1 KM OF AGRICULTURAL ROAD (GRAVEL SURFACE) (Revised on 27 Nov 2017)

| ACTIVITIES (units) | Unit | Quantity for 1 km | Optimising of using labour based approach | | | | | Use conventional approach | |
|--|------|-------------------|---|---------------------------------|---------|------------------|----------------------------------|-------------------------------------|--------------------------|
| | | | Task rate | Total Worker days (Wd) for 1 km | | Labour cost US\$ | A. Total cost (labour-based) USD | B. Total cost (equipment based) USD | Remarks |
| | | | | Unskilled | Skilled | | | | |
| General item+ site camp | No | | | 30 | | 600 | 1000 | 1000 | |
| Clearing | m² | 9000 | 120 m²/Wd | 75 | 5 | 1675 | 2027 | 2700 | Use equipment |
| Cut to spoil and level 50% of road length | m³ | 323 | 2.5 m³/Wd | 129 | 9 | 2881 | 3486 | 1935 | |
| Excavate earth drain (70%) | m³ | 357 | 2.5 m³/Wd | 143 | 10 | 3189 | 3859 | 2142 | |
| Filling and levelling average 15 cm compacted thickness | m³ | 675 | 6 m³/Wd | 135 | 9 | 3015 | 5940 | 5198 | |
| Forming camber | m³ | 240 | 6 m³/Wd | 48 | 3 | 1072 | 2112 | 1848 | |
| Road sub-base course 15 cm compacted thickness | m³ | 600 | 6 m³/Wd | 110 | 7 | 2457 | 10020 | 9360 | |
| Road base course 15 cm compacted thickness | m³ | 600 | 6 m³/Wd | 110 | 7 | 2457 | 11640 | 10980 | |
| Drainage structure | | | | | | | | | |
| Concrete side drain 60 cm x 60 cm (15%) | lm | 300 | | 270 | 89 | 8492 | 24300 | 22800 | Use equipment and labour |
| Pipe culvert 80 cm diameter(2x5m) | lm | 10 | | 30 | 10 | 950 | 3300 | 3300 | |
| | | | | | | | | | |
| Total | | | | 1080 | 148 | 26787 | 67684 | 61263 | |
| SUMMARY OF COSTING | | | | | | | | | |
| Total cost of 1 km of gravel road is US\$ | | | | | 67684 | | | 61263 | |
| Percentage cost difference between labour-based and conventional approach. % | | | | | 9% | | | | |
| Total labour cost for 1 km. US\$ | | | | | 26787 | | | 6050 | |
| Labour cost in % of the total project cost is. % | | | | | 40% | | | 10% | |

Notes:

- Road carriage way width 4 m
- Road surfacing: 15 cm thickness of compacted base course
- Road sub based course 15 cm thickness
- Fill 15 cm compacted thickness 50% of road length
- Cut / excavate to spoil 30 % of road length
- Culvert 80 cm diameter 5 m long 1 for every 500 m
- Concrete side drain 60 cm x 60 cm, 15% of total road length
- Earth drain is 80% of total road length.

Typical road cross section**Comparison the implementation arrangement and time frame**

| Activities | Use labour based approach* | | | | Use conventional (machine-based) approach** | | | |
|-------------------------|----------------------------|------|-----------|---------|---|------|-----------|---------|
| | Wd | Days | Workers | Remarks | Equipment/Wd | Days | Workers | Remarks |
| Clearing | 80 | 26 | 3 | | 80 | 15 | 5 | |
| Cut/excavate | 138 | 26 | 5 | | Excavator | 7 | | |
| Fill ordinary soil | 195 | 26 | 8 | | Grader, roller | 11 | | |
| Subbase and base course | 235 | 26 | 9 | | | | | |
| Concrete lined drain | 358 | 26 | 14 | | 190 | 15 | 13 | |
| Culverts | 40 | 26 | 2 | | 40 | 15 | 3 | |
| Total | 1046 | | 40 | | | | 21 | |

Notes:

* To apply the labour - based approach requires an average 40 workers per day to complete the 1 km of road in one month. This approach requires labour management skills as more labour to be employed to implement the work.

** To apply the machine-based (conventional) approach requires 1 grader and 1 excavator+ transport equipment to complete 1 km road in 15 days with the support of 21 workers for structure works construction.

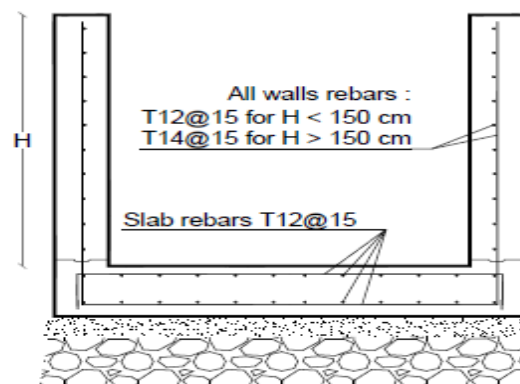
COST ESTIMATE FOR THE CONSTRUCTION OF 1 KM OF CONCRETE IRRIGATION CANAL (60 CM X 60 CM) (Revised on 23 Nov 2017)

| ACTIVITIES | Unit | Quantity for 1m length | Optimising of using labour based approach | | | | | Use conventional approach | |
|---|----------------|------------------------|---|---------------------------------------|------------|-----------------|----------------------------------|-------------------------------------|-----------------------|
| | | | Task rate | Total Work days (Wd) for 1000m length | | Labour cost USD | A. Total cost (labour-based) USD | B. Total cost (equipment based) USD | Remarks |
| | | | | Unskilled | Skilled | | | | |
| Clearing (50%) | m ² | 3 | 120 m ² /Wd | 25.0 | 1.7 | 558 | 676 | 676 | |
| Excavation for foundation (50%) | m ³ | 0.585 | 3 m ³ /Wd | 195.0 | 13.0 | 4355 | 5270 | 3510 | Use equipment |
| Haul, fill, spread and compact gravel base course | m ³ | 0.18 | 6 m ³ /Wd | 30.0 | 2.0 | 670 | 218 | 218 | |
| Mix, haul, place and compact lean concrete | m ³ | 0.09 | 1.2 m ³ /Unskill Wd + 6 m ³ /Skill Wd | 75.0 | 15.0 | 2025 | 6300 | 5400 | Use premixed concrete |
| Prepare and install formwork | m ² | 2.8 | 50 m ² /Unskill Wd+50m ² /skill Wd | 56.0 | 56.0 | 3080 | 5180 | 5180 | |
| Bending, fixing and placing steel bars | Kg | 31.5 | 200 kg/Unskill Wd+200 Kg/skilled Wd | 157.5 | 157.5 | 8663 | 29295 | 29295 | |
| Mix, haul, place and compact concrete | m ³ | 0.315 | 1.2 m ³ /Unskill Wd + 6 m ³ /Skill Wd | 262.5 | 52.5 | 7088 | 31500 | 28350 | Use premixed concrete |
| Haul, back fill, spread, and compact | m ³ | 0.48 | 6 m ³ /Wd | 80.0 | 5.3 | 1787 | 2162 | 2162 | |
| Total | | | | 881 | 303 | 28225 | 80600 | 74790 | |
| SUMMARY OF COSTING | | | | | | | | | |
| Total cost of 1 km of concrete irrigation canal | | | | | US\$ | 80600 | 74790 | | |
| Percentage cost difference between labour-based and conventional approach | | | | | % | 7% | | | |
| Total labour cost for 1 km | | | | | US\$ | 28225 | 14758 | | |
| Labour cost in % of the total project cost is | | | | | % | 35% | 20% | | |

Notes:

- Assuming the concrete casting on site by using small concrete mixer (with capacity of 1 bag cement per mix) can product 10 m³ of concrete per day.

Size of the concrete irrigation canal:
 inner width 60 cm,
 Concrete thickness: 15 cm (walls); 15 cm (bottom)
 average high: 60 cm
 Lean concrete: 10 cm thick
 Base course: 20 cm thick



Comparison the implementation arrangement and time frame

| Activities | Use labour based approach* | | | | Use conventional approach** | | | |
|-----------------------------|----------------------------|------|-----------|---------|-----------------------------|--------------|-----------|---------|
| | Wd | Days | Workers | Remarks | Equipment | Days | Worker | Remarks |
| Clearing | 27 | 26 | 1 | | | 26 | 1 | |
| Excavation for foundation | 208 | 26 | 8 | | Excavator | 4 | | |
| Bedding | 32 | 26 | 1 | | | 26 | 1 | |
| Formwork, steel bending | 427 | 26 | 16 | | | 26 | 16 | |
| Concrete casting | 405 | 26 | 16 | | | Intermittent | 2 | |
| Back filling and compaction | 85 | 26 | 3 | | | 26 | 3 | |
| Total | 1184 | | 46 | | | | 24 | |

Notes:

* To apply the labour - based approach requires average 46 workers to carry out all construction activities to complete 1 km of the irrigation canal in 1 month. The mixing concrete is done in situ by using small concrete mixers(1 bag of cement for 1 mixing). A minimum of 3 small concrete mixers are required for the entirely duration. This approach requires labour management skills as more labour to be employed to implement the work.

** To apply conventional approach requires 1 excavator for excavating the trenches and use premixed concrete. An average 24 workers to be employed daily to complete 1 km of the irrigation canal in 1 month

Appendix I: Jordan EIIP Phase II - Indicator targets and achievement

| | Objectives, outputs and indicators | Targets | Achievements | Comments |
|------------------------------|---|---|---|--|
| Programme Objectives | Syrian refugees and Jordanians have better living conditions because of increased employment and improved infrastructure | | | |
| Module objective 1 | Improved rural infrastructure through the use of employment intensive methods | | | |
| "Indicators" for Objective 1 | <i>Indicator 1.1: Number of worker days created (men and women)</i> | | | |
| | <i>Target values: 224,000 worker days (of which 50% for Syrians and 10% for women)</i> | 224,000 | 263,414 | Overachieved. |
| | <i>Indicator 1.2: % of men and % of women workers benefitting from workers protection (Occupational safety and health, social security)</i> | | | |
| | <i>Target value: 80%</i> | 80% | 88.5% | Overachieved. |
| | <i>Indicator 1.3: Number of men and of women labourers involved in infrastructure works</i> | | | |
| | <i>Target value: 5,600</i> | 5,600 (adjusted to 3,600 in June 2018) | 4,114 (of which 2,818 employed for a minimum of 40 days) | The original target value of 5,600 assumes all workers would be employed for precisely 40 days. Since it is not practical to adhere to strict terms of employment which would ensure that all workers are employed for 40 days (some projects require shorter labour inputs and contractors cannot be restricted to employing workers of 40 days only), the target for number of workers was |

| | Objectives, outputs and indicators | Targets | Achievements | Comments |
|--------------------------------|--|--|---|--|
| | <p><i>Indicator 1.4: Total investment in improved infrastructure</i></p> <p><i>Target value: USD7,356,400</i></p> | <p><i>USD8,686,000</i> <i>(This is higher than the target value in the Project Document results matrix.)</i></p> | <p><i>USD8,339,453</i></p> | <p><i>reduced to 3,600 in June 2018. It is implied that the lower target was for number of persons employed for 40 days though this is not explicitly stated in the document examined.</i></p> <p><i>The actual target was higher because of the carry over of funds from Phase I. The higher target was underachieved because of unspent funds. But expenditure is an input and not an output indicator.</i></p> |
| Module Objective 2 | Women and men Syrian refugees have improved employability and access to the labour market | | | |
| ("Indicators" for Objective 2) | <p><i>Indicator 2.1: % of Syrian men and % of women beneficiaries who have participated in the skills training and who obtain work permits and access employment</i></p> <p><i>Target value: 60%</i></p> | <p><i>60%</i></p> | <p><i>No information on achievement (see comment)</i></p> | <p><i>This is a composite indicator requiring a number of different achievements. 60% also appears ambitious and it is not clear whether it refers to skills training or assumes that all workers have benefited from on the job training and 60% obtain work permits for employability. JP-II Final Report⁸⁷ does not have any information. The workers' survey mentioned in the JP-II Final Inspection Meeting Minutes⁸⁸ as a source of information has no evidence on this indicator other than that about 10% of workers stated that EIIP helped them obtain a job. Just under 3% because of skills on obtained on EIIP.</i></p> |
| Outputs | Output 1.1: Improved Tertiary Roads | | | Output 1.1: Improved Roads through routine maintenance works |
| | <p><i>Indicator 1.1: Number of km of roads maintained</i></p> <p><i>Target value: 1400 km</i></p> | <p><i>1400 km</i></p> | <p><i>1404 km</i></p> | <p><i>Total broken down below by road and maintenance types. Target met.</i></p> |

⁸⁷ EIIP Jordan Team (2019b).

⁸⁸ KfW and EIIP Jordan Team (2019a)

| | Objectives, outputs and indicators | Targets | Achievements | Comments |
|--|---|--|---|--|
| | <i>New road maintenance</i> | <i>384 km</i> | <i>384 km</i> | <i>384 km</i> |
| | <i>Routine maintenance off carriageways of highways</i> | <i>360 km</i> | <i>360 km</i> | |
| | <i>PBMC of Phase I roads</i> | <i>660 km</i> | <i>660 km</i> | |
| | Output 1.2 Expanded agricultural infrastructure of local farmers | | | |
| | <i>Indicator 1.2: Number of agricultural infrastructure projects implemented</i> <i>Target values: 100 Cisterns; 20 km Terracing and soil protection; 280 ha of forestry</i> | <i>Cisterns: 41</i> <i>Terracing: 5 km</i> <i>Forestry: 285 ha</i> | <i>81</i> <i>7.2 km</i> <i>275 km</i> | <i>The original target of 100 was reduced to 41 in June 2018. New target exceeded.</i> <i>The original target of 20 km was reduced to 5 km in June 2018. New target exceeded.</i> <i>Target met.</i> |
| | Output 1.3: Increased physical capacity of local schools at targeted communities | | | |
| | <i>Indicator 1.3: Number of schools extended or rehabilitated</i> <i>Target value: 50 schools</i> | <i>13 schools (repairs)</i> | <i>13 schools (repairs)</i> | <i>Original number reduced and type of work changed to repairs.</i> |
| | Output 1.4 Capacity of Public sector at national and local level is built to budget, contract, and manage employment intensive approaches (including | | | |

| | Objectives, outputs and indicators | Targets | Achievements | Comments |
|--|--|-------------------------------------|-----------------|---|
| | rehabilitation and maintenance) | | | |
| | <i>Indicator 1.4: Number of public works officials that have participated in formal and on-the-job training on employment intensive approaches</i> <i>Target value: 50</i> | 100 | 725 | <i>Original raised from 50 to 100. Overachieved by multiples. The training numbers were exceeded because of the interest in the training. It was possible to keep the cos was keptt down because ministries provided facilities at very low cost.</i> |
| | Output 1.5: Capacity of Private sector at national and local level is built to implement employment intensive approaches (including rehabilitation and maintenance) | | | |
| | <i>Indicator 1.5: Number of private sector contractors and their staff that have participated in formal and on-the-job training on employment intensive approaches</i> <i>Target value: 120</i> | 100 | 428 | <i>Original reduced from 120 to 100. Overachieved by multiples.</i> |
| | Output 1.6: Increased maintenance of public, environmental and agricultural infrastructure | | | |
| | <i>Indicator 1.6: Number of community infrastructure improved</i> <i>Target value: 13 communities</i> | 13 communities in 2 municipalities. | Greater than 13 | <i>Minor works in 13 communities between the two municipalities. There are 9 towns in each municipalities. Activities in more than 13 communities.</i> |

| | Objectives, outputs and indicators | Targets | Achievements | Comments |
|--|--|---|---|--|
| | Output 2.1 Improved regulatory framework for work permits | | | |
| | <i>Indicator 2.1: Process for issuing work permits is improved and implemented in a coherent manner</i> | <i>Simplified process of issuing work permits in place.</i> | <i>Process exists but is time consuming and work permits are often issued after work contract is completed.</i> | <i>The process does not function at present.</i> |
| | Output 2.2: Enhanced skills of refugees and Jordanian that contribute to an easier skills match and to an easier exit from the program | | | |
| | <i>Indicator 2.2: Share of women and men trained certified in selected occupations (including 25% of women, and 5% of persons with disabilities)</i> <i>Target Value: 70%</i> | 70% | No information on achievement | |

Appendix J - Lebanon EIIP Phase I+II - Indicator targets and achievement

| Indicator | Baseline | Indicator Milestone Actual / End of Phase I & II | Target (end-of-project total) (Phase I, II & III) | Immediate Objective summary |
|--|-----------------------|---|---|--|
| Immediate Objective 1: Improved access to decent employment for Lebanese host community members and displaced Syrians | | | | |
| 1.1. Number of worker days created by the project | 0 103,766 / 95,800 | 235,800 | 235,800 | Employment numbers on track |
| 1.2. Number of people employed in employment intensive construction work | 0 | 2,266 / 2,395 977 / 1000 | 5,895 (based on average 40 days) 2,947 (no of people > 40 days, around 50% of the average number, based on experience) | Six projects completed and remaining projects in late stages of implementation. ⁸⁹ • Number of worker days has been achieved. On track to achieve the revised no of jobs |
| 1.3. Percentage of workers (women and men) benefitting from workers protection measures including (a-occupational safety and health and b-project site accident insurance) | 0 | (a) 100% / 80% (b) 100% / 100% | a) 80% b) 100% | • All workers have contract and all workers are covered by accident insurance |
| Immediate Objective 2: Improved and sustainable infrastructure and public assets value for Lebanon | | | | |
| 2.1. Percentage of infrastructure projects that are maintained and/or operated after completion | 0 | 100% / 80% | 80% | On track • 100% of Municipalities have committed before project start and have committed to maintenance for completed projects. This must be followed up however. |
| 2.2. Number of men and women in target communities, both Lebanese and Syrian, who benefit from improved access to | 0 | 300,000 / 300,000 (>20% displaced Syrians) | TBD | • Number of people in the project area of influence, |

⁸⁹ This information is derived from the LP-I+II 5th Biannual Report (January to June 2019). Since then the seventh project has been completed with completion of 2 UNDP implanted projects pending.

| Indicator | Baseline | Indicator Milestone Actual / End of Phase I & II | Target (end-of-project total) (Phase I, II & III) | Immediate Objective summary |
|---|--------------|---|--|---|
| infrastructure and services as a result of the project | | | | within a 2km radius, have been identified in consultation with participating Municipalities |
| Immediate Objective 3: Enhanced capacity of the Ministry of Labour to facilitate the implementation of employment intensive programs and issuance of work permits | | | | |
| 3.1. Process for issuing work permits is improved and implemented in a coherent manner | 0 | Simplified Process for WP on EIIP projects in place / TBD | TBD | On track • Simplified procedures for work permits in place, for EIIP. However still working out some bottlenecks and awaiting final decisions for the simplified Work Permits process. • Social Safeguards Officers monitor working conditions on eiip projects and coordinate with labour inspectorate of MoL. • MoL labour inspectors participated in training. • Officials from MoL and MoSA have better knowledge of employment intensive approaches. • Officials from Municipalities have been involved in EIIP pre-bid meetings etc. |
| 3.2. Improved national inspection system in place | Not in place | Social Safeguards Officers recruited / N/A | | |
| 3.3. Number of government staff with improved knowledge in employment intensive approaches | 0 | 15/15 | 15 | |
| Immediate Objective 4: MOSA capacity strengthened as the lead ministry of the Crisis Response and to institutionalize Local resource Based technology (LBRT) | | | | |
| 4.1. SOP for rapid employment formulated by | Not in place | Draft EIP Guideline distributed to partners / N/A | In place | On track |

| Indicator | Baseline | Indicator Milestone Actual / End of Phase I & II | Target (end-of-project total) (Phase I, II & III) | Immediate Objective summary |
|---|--------------|--|--|--|
| MoSA and adopted by the Livelihood Sector Steering Committee | | | | <ul style="list-style-type: none"> • MoSA and MoL have endorsed EIP Guideline. • First version of the SOP shared with EIIP partners. |
| 4.2. EIIP methodology formally adopted by the Livelihood Sector Steering Committee | Not in place | Draft EIP Guideline distributed to partners / N/A | In place | |

Appendix K Lessons learned

Project Title: Employment Intensive Infrastructure Programmes (EIIPs) in Jordan and Lebanon
Project TC/SYMBOL: JOR/16/01/MUL; JOR/17/08/DEU; JOR/18/05/DEU; LBN/16/03/DEU; LBN/18/01/DEU

Name of Evaluator: Kirit Vaidya

Date: 15 April 2020

The following lesson learned has been identified during the course of the evaluation. Further text explaining the lesson may be included in the full evaluation report.

| LL Element 1 | Text |
|--|--|
| Brief description of lesson learned (link to specific action or task) | Programme phases should be planned to span two annual preparation and construction cycles with planned overlaps between phases. A recommendation has been made for three of the key stakeholders (the donor, ILO ROAS and the EIIP Teams to follow up on this lesson). The issue was discussed with all key stakeholders who agreed that such a change would be beneficial. |
| Context and any related preconditions | The context is the difficulties in planning and implementing shorter planned phases combined with delays administrative and political delays leading to unplanned project extensions or in a few cases sub-optimal work. There are no preconditions other than the commitment of the three key stakeholders taking the matter forward and the agreement of the governments in the two countries as key stakeholders. |
| Targeted users / Beneficiaries | The immediate beneficiaries will be the EIIP teams who will be able to plan and manage the programmes better. There will be benefits for all the stakeholders. The programme beneficiaries (workers and those benefiting from the assets created or improved). |
| Challenges /negative lessons - Causal factors | The main challenges is that the programmes will not fulfil their promise to make a sustainable contribution to mitigating the crisis in the short term and meeting development objectives in the longer term. As a consequence other cash for work approaches just focused transferring cash to those in acute need may be preferred. |
| Success / Positive Issues - Causal factors | Success arising from the adoption of this lesson will improve programme performance and will enable the EIIP teams and ILO to develop initiatives to improve and extend the contribution of the employment intensive approach to alleviating the economic and social distress. |
| ILO Administrative Issues (staff, resources, design, implementation) | The lesson if taken on board will improve design, planning and implementation and the programme and use staff and resources more efficiently and effectively. |

Project Title: Employment Intensive Infrastructure Programmes (EIIPs) in Jordan and Lebanon
Project TC/SYMBOL: JOR/16/01/MUL; JOR/17/08/DEU; JOR/18/05/DEU; LBN/16/03/DEU; LBN/18/01/DEU

Name of Evaluator: Kirit Vaidya

Date: 15 April 2020

The following lesson learned has been identified during the course of the evaluation. Further text explaining the lesson may be included in the full evaluation report.

| LL Element 2 | Text |
|--|--|
| Brief description of lesson learned (link to specific action or task) | Good quality monitoring and supervision and flexibility in the field to adapt the approach and seek innovative solutions are of key importance for efficient and effective application of the LRBT approach in general. They are even more important in the specific contexts in Jordan and Lebanon where labour costs are higher than in countries in which the LRBT approach can compete more easily with conventional approaches on cost. |
| Context and any related preconditions | The key contextual aspect is the combination of the high cost of labour, high levels of unemployment in the two countries and the labour market distress in the host communities with high proportion of Syrian refugees. |
| Targeted users / Beneficiaries | The beneficiaries are the Syrian refugees and vulnerable members of the host communities who earn incomes from productive and decent work. More of the expenditure from using the LRBT approach goes to these target users generating more local indirect and induced employment and income than if the conventional approach is used. Further the programme directs resources into improving assets which may not otherwise have been improved. |
| Challenges /negative lessons - Causal factors | There are two main challenges. The first is to ensure that private sector contractors and public sector partners “buy into” the LRBT approach. This challenge reinforces the need for training, supervision, monitoring and guidance. The second challenge, essential for sustainability of the LRBT approach is that it is integrated into a pro-employment policy and more specifically that the policy stipulates that the LRBT approach should be used if its cost does not exceed that of the conventional approach by more than a given percentage, justified on the grounds of generating more employment for the target beneficiaries. |
| Success / Positive Issues - Causal factors | If the EIIP model, with good quality supervision, monitoring and guidance being the essential elements, is accepted and adopted more widely and demonstrated to be effective, it will contribute to a longer term strategy of combining short term employment and improved public assets. |
| ILO Administrative Issues (staff, resources, design, implementation) | EMPINVEST recognises that the importance of devoting sufficient resources to planning and supervising implementation. There is a need for wider acceptance of the resource commitment at the programme level to attain the benefits of efficient and effective operations in the short term and the longer term impacts of the LRBT approach. |

Project Title: Employment Intensive Infrastructure Programmes (EIIPs) in Jordan and Lebanon
Project TC/SYMBOL: JOR/16/01/MUL; JOR/17/08/DEU; JOR/18/05/DEU; LBN/16/03/DEU;
LBN/18/01/DEU

Name of Evaluator: Kirit Vaidya

Date: 15 April 2020

The following lesson learned has been identified during the course of the evaluation. Further text explaining the lesson may be included in the full evaluation report.

| LL Element 3 | Text |
|--|--|
| Brief description of lesson learned (link to specific action or task) | A key lesson arising from the comparison of projects and activities between phases and the two countries is the importance of differentiating between the EIIP approach (which combines the multiple objectives, short term employment, public asset improvement and potential for making a sustainable contribution to pro-employment development) and other cash for work (CfW) approaches. |
| Context and any related preconditions | This issue was highlighted by Phase II in Jordan which included activities which did not fulfil the asset improvement objective. EIIPs will always be less “efficient” if the sole objective is to be cost-effective in delivering cash to target groups with no consideration of whether the work is productive. It is important that the key stakeholders (the donor, the governments and actual and potential partners) are committed to the EIIP approach for the multiple benefits it offers. |
| Targeted users / Beneficiaries | The users targeted by this lesson are the key stakeholders, the donor, actual and potential partners and the government. But the ultimate beneficiaries are the workers on projects, those using the improved assets and those who benefit from a pro-employment development approach in the long term. |
| Challenges /negative lessons - Causal factors | A challenge is that the key stakeholders (notably the donor, the governments and other actual or potential partners) do not perceive the rounded benefits of the EIIP approach to be of sufficient added value in comparison with other CfW approaches. Another challenge is that EIIP offers short-term employment only and not a longer term livelihood improvement. To counter these challenges, it is essential to: (a) ensure that there is sufficient sustainable added value from the improved assets, and (b) develop links within the ILO and other partners whose focus is longer term livelihood improvement. |
| Success / Positive Issues - Causal factors | With the exception the poor some activities in Phase II in Jordan referred to above, the projects and activities have differentiated the EIIP approach from CfW and demonstrated the potential for sustainability. |
| ILO Administrative Issues (staff, resources, design, implementation) | EMPINVEST is strongly committed to the approach and appreciates its benefits. It and ILO more widely need to commit resources and expertise to continue addressing the first challenge highlighted above effectively and take on the second challenge. |

Project Title: Employment Intensive Infrastructure Programmes (EIIPs) in Jordan and Lebanon
Project TC/SYMBOL: JOR/16/01/MUL; JOR/17/08/DEU; JOR/18/05/DEU; LBN/16/03/DEU; LBN/18/01/DEU

Name of Evaluator: Kirit Vaidya

Date: 15 April 2020

The following lesson learned has been identified during the course of the evaluation. Further text explaining the lesson may be included in the full evaluation report.

| LL Element 4 | Text |
|--|--|
| Brief description of lesson learned (link to specific action or task) | A major challenge for the Lebanon EIIP has been the problematic collaboration with UNDP. The lesson arising out of it is that for future phases either the collaboration needs to be restructured, a much stronger governance structure and a unified team under a leader with authority to control, or ended. |
| Context and any related preconditions | It is not sufficient for UN agencies to have shared broad objectives for their collaboration to realise the benefits of combining their capabilities and knowledge. All UN agencies have their own culture and organisational systems and processes. They also seek to sustain and expand their scope of activities and seek donor funding for those purposes. Therefore in effect they are competitors for donor funding. When they are required to collaborate, the focus tends to be on the share of the available funding instead of combining their core competencies for mutual benefit under a unified governance and management structure. |
| Targeted users / Beneficiaries | The EIIP team would benefit by being able to manage the project better. The donor would benefit by more effective use of the funding and lower overheads. The ultimate beneficiaries would be the beneficiaries (workers on the project and users of the improved assets). |
| Challenges /negative lessons - Causal factors | The outcomes of the current collaboration form have been lack of benefits in the form of rapid selection of suitable projects, sub-optimal performance of some projects, and high overhead costs. |
| Success / Positive Issues - Causal factors | The benefits from the restructured collaboration in the form of a larger long term impact in fulfilling the objectives would be significant. The benefits of the end of the collaboration would be more effective control and focus on the objectives. |
| ILO Administrative Issues (staff, resources, design, implementation) | The options are to restructure the relationship or to end it. There are different implications for the ILO depending on the choice of option. |

Project Title: Employment Intensive Infrastructure Programmes (EIIPs) in Jordan and Lebanon
Project TC/SYMBOL: JOR/16/01/MUL; JOR/17/08/DEU; JOR/18/05/DEU; LBN/16/03/DEU; LBN/18/01/DEU

Name of Evaluator: Kirit Vaidya

Date: 15 April 2020

The following lesson learned has been identified during the course of the evaluation. Further text explaining the lesson may be included in the full evaluation report.

| LL Element 5 | Text |
|--|---|
| Brief description of lesson learned (link to specific action or task) | The cluster evaluation approach has enabled mutual learning through greater awareness and communication between the two programmes and ROAS. This is a lesson at a broad level but encompasses a number of mutual lessons to be learnt between the programmes: (a) in recruiting workers, adoption of the transparent worker recruitment process; (b) in dealing with participants' and non-participants grievances and concerns, combining features of the approaches of the EIIPs in the two countries to produce a robust "voice" mechanism; (c) adoption in Jordan of the practice of technically qualified safeguard officers in Lebanon who combine the safeguard and work supervision functions on site; (d) standardising project proposal and results matrix format and content; (e) standardising bi-annual programme and end of project reports modelled on the Lebanon format; (f) standardising workers' and "do no harm surveys modelled on the Jordan format, and (g) explore feasibility of introducing electronic payment, following the Jordan. |
| Context and any related preconditions | While there are differences in the country specific contexts both the countries face the common challenge of the influx of Syrian refugees on large scales and the programmes aim to support the countries in meeting these challenges. |
| Targeted users / Beneficiaries | The immediate beneficiaries are the EIIP teams and ILO ROAS. Improvements resulting from the overall lessons from the cluster approach and the more specific learning will be of benefit to the other stakeholders and the ultimate beneficiaries. |
| Challenges /negative lessons - Causal factors | The challenges are to do with the extent to which the two EIIP teams and ILO ROAS are able to follow up on the mutual learning. The lessons will need to be adapted and some may not be appropriate. |
| Success / Positive Issues - Causal factors | The positives will be in the specific areas of mutual learning and more broadly on greater collaboration and coherence between the programmes and ILO ROAS and in engaging with the donor. |
| ILO Administrative Issues (staff, resources, design, implementation) | The effects should be better use of staff and resources and in design and implementation at the programme and ILO ROAS levels to the extent that the mutual learning is possible. |

Appendix L Good practices

Project Title: Employment Intensive Infrastructure Programmes (EIIPs) in Jordan and Lebanon
Project TC/SYMBOL: JOR/16/01/MUL; JOR/17/08/DEU; JOR/18/05/DEU; LBN/16/03/DEU; LBN/18/01/DEU

Name of Evaluator: Kirit Vaidya

Date: 15 April 2020

The following emerging good practice has been identified during the course of the evaluation. Further text can be found in the full evaluation report.

| GP Element 1 | Text |
|---|---|
| Brief summary of the good practice (link to project goal or specific deliverable, background, purpose, etc.) | Institutional development, capacity building and policy influencing are integral parts of the two programmes. They are needed because the situation created by the influx of refugees which is likely to remain a challenge for some time in both the countries. Training of private sector contractors and government staff and working with national and international partners are aspects of capacity building common to both the programmes. In Lebanon, advisors in key partner ministries play an important role in capacity building and policy influencing and could be of value in Jordan. |
| Relevant conditions and context: limitations or advice in terms of applicability and replicability | <p>There needs to be a willingness on the part of central governments and local administrations to adopt the approach and make policy changes. The willingness depends on the value of the benefits and continuing external support. For the EIIPs a consistency of approach and partnerships with other external agencies are required in the face of changes in the political context.</p> <p>Inclusion of ministerial advisers (in Lebanon), apart from influencing policy, enables the ILO to support the country in pursuing the decent work agenda and provides access into respective ministries for engaging on other related aspects such as employment and social protection policies and developing a pro-employment strategy.</p> |
| Establish a clear cause-effect relationship | The value of the benefits and external support alongside the demonstrable benefits of the programmes are key in the effectiveness of this good practice. The capacity development has yielded results in the form of commitment to maintenance by ministries and municipalities in the two countries and adoption of the Employment Intensive Projects (EIP) Guidelines by ministries in Lebanon. |
| Indicate measurable impact and targeted beneficiaries | The measurable impacts are the number of staff of private sector contractors, government and local administrations and other agencies trained and capable of implementing employment intensive projects. The other indicators will be the development of a pro-employment strategy and wider adoption of the employment intensive approach. |
| Potential for replication and by whom | The “cause-effect relationship” and “measurable impact” above refer to the capacity to replicate. The EIIP programmes have replicated the approach with different partners (e.g. the Ministry of Public Works and Housing in Jordan and the Ministry of Public Works and Transport in Lebanon) and provided training for other agencies (e.g. UNICEF in Lebanon) using the LRBT approach. |
| Upward links to higher ILO Goals (DWCPs, Country Programme Outcomes or ILO’s Strategic Programme Framework) | The engagement with government ministries, local administrations, private sector contractors and other agencies has significant implications for all aspects of the ILO’s goals, strategies and operations. |
| Other documents or relevant comments | The Standard Operating Procedure for cash for work projects in Jordan and EIP Guidelines in Lebanon are documents of relevance. |

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Name of Evaluator: Kirit Vaidya

Date: 15 April 2020

The following emerging good practice has been identified during the course of the evaluation. Further text can be found in the full evaluation report.

| GP Element 2 | Text |
|---|--|
| Brief summary of the good practice (link to project goal or specific deliverable, background, purpose, etc.) | <p>Sustainability in the form of: (a) the importance of maintenance for the improved assets, and (b) replicability LRBT approach through institutionalising the approach are embedded in the programmes.</p> <p>Maintenance of the improved assets to preserve them has the benefits of preserving the value of the assets and sustaining them in good condition to continue delivering value to the users and providing employment in maintenance.</p> <p>Replicability of the LRBT approach for improving and maintaining assets is related to the Institutional development, capacity building and policy influencing outlined as Good Practice 1.</p> |
| Relevant conditions and Context: limitations or advice in terms of applicability and replicability | <p>For maintenance of improved assets, there needs to be a commitment on the part of the asset owners to continue maintaining the asset. In Lebanon, at the handover of the completed project to the municipality as the owner, an agreement for the municipality to undertake to maintain the asset. This is a good model to follow but is not sufficient by itself. A complementary requirement is that the value the asset delivers to the community is of sufficient value for the owner to continue committing resources to maintenance. Competitive bidding by municipalities to propose projects of demonstrable sustainable impact and commitment to their maintenance would enable replication of this model in Jordan and Lebanon.</p> <p>For road maintenance activities by the relevant ministries as partners their commitment to maintenance needs to be based on the recognition of the value of maintenance. Engagement by the programme with the relevant ministries has already been demonstrated in both the countries.</p> |
| Establish a clear cause-effect relationship | The cause-effect relationship is between the programmes' engagement with the asset owners and the commitment of the owners to continuing maintenance base on the value of assets and the services they provide. |
| Indicate measurable impact and targeted beneficiaries | The measurable impacts are the number of commitment to maintain agreements which would ideally be followed up by inspections which are ideally institutionalized within the relevant administrations. |
| Potential for replication and by whom | The potential for replication is by the relevant partner ministries and administrations who see the benefits of maintenance of the assets improved under the programme and wish to replicate them for other assets they are responsible for. In Jordan the Ministry of Public Works and Housing adopted the maintenance initiated under Phase II and there is engagement for road maintenance with the Ministry of Public Works and Transport in Lebanon. |
| Upward links to higher ILO Goals (DWCPs, Country Programme Outcomes or ILO's Strategic Programme Framework) | The higher links are with ILO's commitment to supporting its partners under SDG GOAL 8 (Decent Work and Economic Growth) and how it is reflected in its strategic programme framework and country programmes. |
| Other documents or relevant comments | <i>World Bank / ILO (2018) Assessment of Infrastructure Investments in Transport and Job Creation: Examples from Road Sector Investments in Lebanon and Jordan. Final Report.</i> |

Project Title: Employment Intensive Infrastructure Programmes (EIIPs) in Jordan and Lebanon
Project TC/SYMBOL: JOR/16/01/MUL; JOR/17/08/DEU; JOR/18/05/DEU; LBN/16/03/DEU; LBN/18/01/DEU

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Date: 15 April 2020

The following emerging good practice has been identified during the course of the evaluation. Further text can be found in the full evaluation report.

| GP Element 3 | Text |
|---|---|
| Brief summary of the good practice (link to project goal or specific deliverable, background, purpose, etc.) | <p>Application of social safeguards and regular monitoring, follow-up and enforcement where necessary is a good practice now well embedded in the programmes. On both programmes, systems are in place for workers to raise any issues of concern though with some differences.</p> <p>The application of safeguards protects men, women and persons with disabilities (PWDs) on EIIP projects. Complemented by minimum targets for the participation of women and PwDs on equal terms and a proactive approach to enable their participation the safeguards are aspects of decent work conditions.</p> |
| Relevant conditions and context: limitations or advice in terms of applicability and replicability | <p>The safeguards are of particular importance because: (a) construction sectors have deficits on Occupational Safety and Health (OSH) and workers' rights, and (b) the status of Syrians as workers is ambiguous and their rights limited. The EIIP projects are well placed to support the governments in adopting social safeguards and equal opportunity for women and PwD more widely and in Standard Operating Procedures (SoPs) for cash for work (CfW) projects.</p> |
| Establish a clear cause-effect relationship | <p>The direct cause and effect for the programmes and partners in implementing projects are the safeguards, proactive policies for employing women and PwDs on equal terms having the effects of decent works conditions and pay for project workers. There are wider effects through the adoption of the approach as a policy and by other agencies implementing CfW projects.</p> |
| Indicate measurable impact and targeted beneficiaries | <p>The main impact is for both men and women working on sites. The measurable impacts are compliance by contractors and other partners with safeguards guidelines and policies, decent work conditions for women and men and reduced number of health and safety incidents.</p> |
| Potential for replication and by whom | <p>As noted above the potential for further replication is through influencing policy , by project implementation partners and other agencies implementing CfW projects.</p> |
| Upward links to higher ILO Goals (DWCPs, Country Programme Outcomes or ILO's Strategic Programme Framework) | <p>As noted above, the application of safeguards and opportunities for women and PwDs on equal terms are linked to the Decent Work Agenda and are core components of the EIIP approach.</p> |
| Other documents or relevant comments | <p>DWCP Strategy of the two countries.</p> |