



ILO EVALUATION

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International Labour Organization

Independent Final Evaluation

Enhancing Job Resilience and Protecting Decent Work Conditions in Rural Communities Affected by the Syrian Refugee Crisis in Northern Lebanon

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Draft Report

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Wael Zakkar

Abbreviations List

AVSI	Association for Volunteers in International Service
CfW	Cash for Work
CL	Child Labour
CLU	Child Labour Unit
CP	Country Programme
FAO	Food and Agriculture Organization of the United Nations
FENASOL	Federation Nationale des Syndicats des Ouvriers et Employés au Liban
GAP	Good Agricultural Practices
GDP	Gross Domestic Product
ILO	International Labour Organization
IRC	International Rescue Committee
INGO	International Non-Governmental Organization
LCRP	Lebanon Crisis Response Plan
LED	Local Economic Development
LEDA	Local Economic Development Agency
MoA	Ministry of Agriculture
MoE	Ministry of Economy
MoL	Ministry of Labour
MoSA	Ministry of Social Affairs
NGO	Non-Governmental Organization
NPM	National Project Manager
NSC	National Steering Committee
NCCL	National Committee of Child Labour
OSH	Occupational Safety and Health
PEP	Public Employment Programme
ROAS	Regional Office for Arab States
RMF	Rene Mouawad Foundation
UNDP	United Nations Development Programme
UNESCO	United Nations Educational , Scientific , Cultural Organization
UNHCR	UN High Commissioner for Refugees
UNICEF	United Nations Children’s Fund
UNRWA	UN Relief and Works Agency
VC	Value Chain
VCA	Value Chain Analysis
WB	World Bank
WFCL	Worst Forms of Child Labour

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Executive Summary

Background & Context

Summary of the project purpose, logic and structure

In response to the Syrian crisis, and within the framework of the United Nations intervention, ILO launched the project of Enabling Job Resilience and protecting Decent Work Conditions in Rural communities affected by Syrian crisis in Northern Lebanon with a focus on employment and livelihood issues. The project was framed under ACI 'Decent Work in the rural economy' and since 2016, falls under Outcome 5 on Decent Work in Rural Economies. It applied an area-based approach, targeting one of the most challenged regions in the North where there are high numbers of refugees in rural areas. The strategic orientations and targets of the project were defined as:

- 1- Addressing sources of vulnerability in the rural economy by promoting jobs and employability, particularly among youth, and targeting skills demanded by the market on the basis of available employment opportunities in the national and local markets, utilising improved matching approaches between labour supply and demand.
- 2- Supporting the upscaling of value chains in agriculture as an approach of local economic development and livelihood resilience.
- 3- Increasing/enhancing capacities of ILO constituents' (local organisations, employers and trade unions) to identify and benefit from socio-economic interventions as part of the LED process

Scope, purpose and clients of the evaluation

The scope of the final evaluation was from the project start (June 2014) till the time of this evaluation and covered the geographical area of Northern Lebanon in which the project was implemented in addition to some stakeholders that are located in the capital Beirut.

The final evaluation assessed the results of the project under the seven headings of Relevance and Strategic Fit, Validity of the Project Design, Efficiency, Effectiveness, Impact, Effectiveness of Management Arrangements and Sustainability. The evaluation also provided lessons learned and recommendations to enhance ILO's efforts to enhance job resilience and protect decent work conditions in rural communities affected by the Syrian refugee crisis in Northern Lebanon in particular and Lebanon in general. It defined the aspects that should be taken into consideration in the design and implementation of a second phase of the project. The key users of the evaluation are ILO ROAS, ILO DEVINVEST and EVAL Departments in ILO Geneva; other key users will be mainly Ministries of Agriculture and Labor, local stakeholder partners in the implementation of the project, UN Organizations, Italian Agency for Development Cooperation, Embassy of the Netherlands and other development agencies.

Evaluation methodology

The evaluation has been implemented between January and March 2017 with a country visit conducted from 12 February till 1st of March 2017. The following methodology was adopted to fit the working outline of the evaluation report: 1-Desk review of the various project documents and reports. 2-Meetings with project team and ILO staff, national directors and focal points in line Lebanese ministries, national and international stakeholders and implementing partners and beneficiaries. 3-Field visits to areas in North Lebanon in which the project was implemented to gather in-depth information on the project's added value and effectiveness. 4- Focus group discussions with selected representatives of beneficiary groups that are the focus of project implementation. 5- Debriefing /validation meeting with ILO, the project team and local stakeholders to present the findings of the evaluation and solicit feedback and clarifications.

Main Findings & Conclusions

Relevance & Design

The ILO project of Enhancing Job Resilience and Protecting Decent Work Conditions in Rural Communities Affected by the Syrian Refugee Crisis in Northern Lebanon **came as part of the wider UN efforts in response to the impact**

of the Syrian crisis in Lebanon, and was well aligned with these in terms of its orientation with the Lebanon Crisis Response Plan (LCRP) co-developed by the UN and the Government of Lebanon. Based on the project, ILO became a key member of the Livelihoods Sector Working Group headed by UNDP and MOSA, of the LCRP mechanism. Although ILO is an organization with a development mandate, it has gained experience in working with humanitarian actors to promote Decent Work for inclusive economic recovery both in fragile settings and emergency contexts. In this regards, the project was designed and implemented in line with three main broad areas of Decent Work defined by ILO as a focus for a context of emergency and fragility. Furthermore, the project design also seems to have built among others on ILO experience in implementing PRODERE¹ in Latin America, which promote and triggered local economic development (LED) initiatives by local populations with the objective of creating jobs, small enterprises or cooperatives

The planning and formulation/design of the project did not follow the classical planning and formulation approach of ILO in the programming cycle². No participatory appraisal of the project design took place. As ILO was keen to position itself within the UN mechanism of response to the Syrian crisis in a framework of unpredictable uncertainty, the project, was designed rapidly through coordination between DEVINVEST department in ILO Geneva and ILO ROAS. Furthermore, no log frame encompassing targeted indicators was included in the project document at the beginning, and has been left to an inception phase and the technicians later hired to implement the project.

The project was too horizontal and adopted an approach targeting three immediate objectives in its initial design: *1- Contribute to building the resilience of rural host communities by enhancing access to employment opportunities and livelihoods. 2- Sustainable LED is promoted in at least one rural area in the North Lebanon targeting specific productive sectors and 3- Capacity building and business expansion strategies for entrepreneurs developed.* While these three immediate objectives are complementary, each immediate objective could alone shape an entire project, as each requires specific focus, approaches and specialist staff. The third immediate objective was adjusted during the inception phase to become *3- ILO constituents' (local organizations, employers and trade unions) capacities increased/enhanced to identify and benefit from socio-economic interventions as part of the LED process.*

In terms of coherence between project outputs, and objectives: Outputs under Immediate Objective 1, are theoretically coherent. However, when it comes to implementation, outputs 1.1 and 1.2 – consisting of interlinking existing employment services providers and supporting implementing partners of Cash for Work (CfW) programmes – did not take into consideration the complexities of the Lebanese context and particularly the fact that private sector and civil society employment services are not fully recognized by the Lebanese state and cannot operate on a formal basis and Lebanon has not yet ratified the convention 181. Furthermore, Cash for Work programmes are not welcomed by Lebanese government for political reason. Outputs under Immediate Objectives II & III were coherent.

Regarding the relevance of the project indicators and means of verification, a logframe was prepared by the project team after the latter came on board during the inception phase. The logframe was comprehensive in terms of a structure encompassing the definition of verifiable indicators. However, no specific baselines were fixed for these indicators, some indicators related to Immediate Objective I were too ambitious given the short timeframe and project horizon, other indicators did not take the legal and institutional situation and its complexities in

¹ Development Programme for Displaced Persons, Refugees and Returnees (PRODERE) in Central America is a UN Inter-agency initiative that was implemented between 1989 and 1995 in six Latin American countries (Honduras, Nicaragua, Guatemala, Costa Rica, El Salvador and Belize) that have signed in 1987 the Esquipulas II Peace Agreement.

² Design, monitoring and evaluation of technical cooperation programs and projects- Geneva 29 March 1995.

Lebanon into consideration, and finally, other indicators related to the same Immediate Objective were too abstract in nature.

In terms of **gender coherence** and addressing women's rights priorities and its design, the evaluation noted that the gender aspect was not tackled significantly in the different dimensions of the project or the triple axes of project interventions³ in the original project document. However, during the inception phase, this deficit was somewhat rectified in the preparation of the Logframe, which integrated a gender dimension into the different outputs and follow up indicators. Furthermore, during project implementation, specific tailor-made interventions were added and implemented to address gender inequalities that had been identified.

Effectiveness

With regard to project **effectiveness** under **Immediate Objective I**, Officers from 16 ESCs benefitted from capacity building and exceeded the target at the outset of the project. Furthermore, the project provided technical orientation in terms of harmonizing existing practices with ILO standards. In terms of interlinkages, training sessions and workshops offered the opportunity for different NGOs and their employment officers to get to know one another, paving the way for potential future cooperation. However, interlinking of systems was not possible, as the government and Ministry of Labour do not recognize private sector and civil society employment services. Such recognition would require the government first to validate ILO Convention 181 on Private Employment Agencies⁴. Activities implemented under that immediate objectives included the development of an IPEP guidebook for practitioners in Lebanon. Training and experience sharing was also offered on Public Employment Programmes for NGO staff from both national and international stakeholders and on occupational Health and Safety standards for at least 10 CfW implementing partners and thus targets were achieved. However, the second fixed indicator of five CfW implementing partners advertising CfW job opportunities through employment service providers could not be reached or even verified given the fact CfW is not welcomed by the Lebanese state. Main activities under that immediate objective also included implementation of training for young people to support their integration in the agricultural sector, focussing on potatoes and leafy green vegetables, implementation of a workshop with employers under LED dialogue activities promoting internships for VT students, vocational training on food production and processing for excesses of potatoes and leafy green vegetables benefitting local women and a Training for Trainers/Practitioners on Adapted Curricula for Short Term Vocational Training on Potato and Leafy Green Vegetables. The curricula have been adopted by MoA to be used in training at the national level as a whole. As with regards to effectiveness under **Immediate Objective 2** institutional assessment and a stakeholder analysis were carried out in areas covered by the project. Local Economic Development (LED) dialogues were held based on the institutional mapping process. The core LED dialogue was on local economic development (LED) and the selection of sub-sectors for the Market Work for the Poor (M4P) approach according to specific four criteria. As a result participants approved potato and leafy green vegetable sub-sectors. On the basis of this decision the project conducted a value chain research analysis in collaboration with the International Training Centre of the ILO (ITCILO) and five selected local organisations. LED interventions in host communities were designed and some demonstrative interventions were implemented. Cross-cutting interventions were defined to strengthen supporting organizations implementing these value chain development interventions, to facilitate them in providing targeted services and to improve outreach to beneficiaries as per the M4P approach. After the identification phase, interventions were implemented; 140 farmers, four cooperatives, local NGOs and MoA LARI were targeted for training. There were also improvements made to infrastructure and services, and the creation of demo plots of new potato and leafy green vegetable varieties. Furthermore, there was policy support that resulted in the extension of the EU derogation of an import ban on potatoes from Akkar and Lebanon. Finally, there was

³ ILO Project Document Enabling Job Resilience and protecting Decent Work Conditions in Rural Communities affected by Syrian Refugees crisis in Northern Lebanon.

⁴ ILO Private Employment Agencies Convention – No 181 - 1997

more training on Global Gap certification and child labour in agriculture, both with the intention of facilitating export growth.

As with regards to effectiveness under Immediate Objective 3 the project worked intensively on establishing networks among local stakeholders, farmers, traders, exporters and cooperatives and had their capacity built through a number of trainings implemented (value chain analysis, prioritising LED interventions, Academy on Rural Development, child labour and export procedures). A capacity needs assessment of cooperatives was carried out, in which each was evaluated according to a questionnaire tackling the dimensions of organizational management, human resources management, financial management, and legal aspects. This was the basis of capacity building and counselling activities on cooperative management and self-sustainability for members of three cooperatives. Four topics were covered, namely bookkeeping, management of cooperatives, marketing strategies, and approaches to donor relations

In terms of cross cutting issues, the project added value in terms of gender mainstreaming. Around 28% project beneficiaries of training, capacity building and knowledge transfer were female (183 out of 653). Gender was a key monitoring dimension in the implementation of the project. Gender participation was taken into consideration as part of the monitoring of all project activities. Through vocational training targeting youth and women, the project intended to enhance the economic participation of local women despite the local social constraints making women's employment invisible to an important extent.

In terms of tripartism and social dialogue, the project intensively involved CCIAT, as an employer union, in the implementation of several project activities. The project also invited the Union of FENASOL and Palestinian Trade Union, to participate in different training sessions and workshops. However, the level of cooperation with trade unions could not be considered to be advanced, as on one hand there was no involvement of the powerful National Federation of Trade Unions, and on the other hand there was no concrete approach towards advancing the rights of agricultural workers, who are deprived of exercising a number of rights.

Efficiency & Management arrangements

In terms of management structure, the project did not have a steering committee at the central level involving ILO and national line ministries, tripartite bodies and main counterparts. It had a local steering committee for the value chain development component. The project team was made up of only three staff: an International CTA, a project coordinator and an administrative and financial assistant, supported by a driver. Hence it was limited in terms of human resources relative to its agenda and ambition. This evaluation believes that Component I should have had an additional dedicated specialist assigned, to facilitate increased effectiveness and better focus. Two major constraints should be reported that caused some delays in terms of implementation. Firstly, the security situation in Tripoli and the North had a significant negative impact on project implementation during certain phases, and particularly in 2014 when violent clashes took place in Tripoli. Secondly, some slow responses by partners caused delays.

Impact and Sustainability

The output-oriented approach of training employment service providers adopted by the project was beneficial for NGOs beneficiaries and brought about added value for NGOs staff in terms of capacity building, but only limited evidence has been presented so far that it brought about change in actual employment tendencies. **The project caused certain improvement in terms of livelihoods and income generation at its termination for farmers participants in the value chain development in the sub-sector of leafy greens but not in the sub-sector of Potatoes.** Despite the project's impact in creating the appropriate conditions for value chain development success, no export activity had yet taken place at the end of the project in the sub-sector of potatoes given project short timeframe. **The project successfully implemented the value chain development in agriculture module to a large extent** and , in a short time, succeeded in putting the conditions in place which would influence the success of this module, including capacity, services, coordination mechanisms, standards, information and integration of the core

function of triggering local economic development through the value chain in agriculture. The project also **raised the importance of value chain in agriculture with different stakeholders** (including international organizations and UN agencies), who then included value chain development as part of new projects. After the project, **ILO is well positioned within the UN mechanism of support for the Syrian crisis in Lebanon**. As a pilot experience, the project created a good impression of ILO among the UN family as well as national and local stakeholders. It led to UN agencies such as FAO, UNDP, and UNICEF partnering with ILO in the implementation of new projects. **Furthermore, the project triggered a culture of discipline in agricultural practices locally**. In contrast to the individual practices that used to be common in the past, through value chain development the project coached participants in the adoption of new standards and approaches in agriculture in line with the European Code for Export Compliance⁵ and the Global Gap certification requirements. This new culture had a positive impact on farmers who participated in the pilot phase⁶. **Furthermore, the project enhanced local social cohesion** and was highly valued by local stakeholders for making a new participatory space possible, where farmers, local communities, the public sector and local NGOs could be involved in the project at different levels. They were provided with the opportunity to enhance their ties, to coordinate with others and to make choices together. As an example of this, the cooperatives who participated in the project had never coordinated or communicated among themselves to any significant level, but through the project, they established links, coordination and cooperation.⁷ Finally, the project had an **impact in terms of human factor development**, directly benefitting 653 beneficiaries (183 female and 462 male)⁸ with capacity building and knowledge transfer activities.

As with regards to sustainability, the project was oriented particularly at the local level of northern Lebanon. Counterparts with whom the project worked are located in the North for the most part. **Local ownership was largely realized** given the emphasis given to a participatory approach. The project did not have a concrete implementation dimension at the central level. While some national counterparts at the central level such as MoA or MoL were invited to participate in different events and meetings, there was no real national ownership. **The project did not include institutionalization** in its original design, due to the perception of the project at design stage as taking place within a mechanism of response to a crisis, focusing particularly on the short term and the local level. **Significant standardization work** was carried out during implementation, particularly with regards to value chain development. Furthermore, standardization was concretized through harmonization of practices in employment services and cash for work with international labour standards. Synergies, partnerships and implementation through local partners combined with capacity building, ultimately led to concrete sustainability vis-à-vis various local counterparts. However, **this sustainability is fragmented**, with each local counterpart singly ensuring the sustainability of the activity for which it was responsible. This is because no key local partner was designated for the project to play a leadership role among other local partners.

Recommendations and lessons learned

Main recommendations and follow-up

1-ILO should continue the action undertaken developing the value chain in agriculture (axes II and III) through a new, specific and focused project of 2 to 3 years.

⁵ European Institute for Export Compliance – European Code for Export Compliance – EU-CEC

⁶ All farmers interviewed in the FGD reflected their wish to continue in another phase of value chain development despite the fact that no exportation took place and though there was no concretization in terms of livelihood. A statement by one of them “We would like to reach new horizons,” symbolizes this.

⁷ Meeting of the evaluator with three heads of cooperatives- Akkar

⁸ ILO Project Enabling job resilience and protecting decent work conditions in rural communities affected by the Syrian refugees crisis in northern Lebanon– Summary of activities and outputs – February 2017

2-ILO project team and local partners should build in the continuation of the project on the lessons learned, particularly in terms of seed selection that fit both the EU and Lebanese markets. Furthermore, it will be important to consider models that could spread the risk for the farmers, such as adoption of contract farming models with guaranteed processing outlets for crop production.

3-It will be necessary for ILO to suggest to MoL to implement a review of the whole system of employment services in Lebanon to creating complementarity between the NEO and private sector employment services. Institutional development of NEO is also required for it to play the pivotal role within the new system.

4- It will be necessary for ILO to provide advocacy and coaching support to MoL to ratify ILO Convention 181 on private employment Agencies.

5- ILO should designate the Chamber of Commerce, Industry and Agriculture of Tripoli (CCIAT) as the key stakeholder to coordinate a future phase of project implementation, based on the lessons learned of this project and the capacity of the CCIAT.

6-ILO should consider another project, in cooperation with FAO or IFAD, improving the role of cooperatives as a key player in LED, fostering resilience and employment. This project should include downstream and upstream (institutional development of cooperatives directorate in MoA) dimensions.

7-ILO, in cooperation with UNDP and FAO, should consider the idea of creating a Platform/One Stop Shop for farmers in the North through a joint project. This would facilitate ensuring the availability of inputs, services, employment, services, skills, orientation, jobs matching and demand in the agricultural sector. North LEDA might be the best counterpart to ensure the management of this platform/One Stop Shop.

8-ILO should launch a project enhancing the rights of workers in agriculture. The project could be implemented in cooperation with the Trade Union and Union of Workers in Agriculture, and the Ministries of Labour and Agriculture. It should include advocacy for the provision of different rights and social protection to farmers as well as integrating farmers' representatives within the structure of the National Federation of Trade Unions. Other considerations would be institutional development and the empowerment of the existing union of agricultural workers to become much more effective in defending the rights of agricultural workers.

9- It would be important for ILO specialists and staff working in crisis situations or contexts affected by crisis to receive specific training to properly deal with this. Furthermore, it would be important that more and sustained backstopping be provided to them.

Important lessons learned

1-The M4P approach and value chain development in agriculture are most appropriate for a transitional phase between relief and development, rather than emergency context.

2- the creation of a national steering committee would be important, even in a project focusing on a local community in order to ensure national ownership of the project, sustainability and upscaling of the project best practices and their integration within national policies.

3-Intervention vis-à-vis host communities should be implemented according to a status of programme rather than project.

4-A platform or local development centre is needed in implementing LED, including Value Chain Development approach, in order to ensure a space in the field for coordination and interaction among different line local stakeholders involved and their beneficiaries. If platform or local development centre already exists (North LEDA in the case of Akkar), partnering with them is a key factor for project performance.

5-addressing the challenges of the labour market could not be addressed via a simple component of a project but rather requires an integrated programme.

6- Tripartitism is required but it must be effective tripartitism through concrete involvement of trade unions in implementation of LED activities and not simple through attendance of few trainings.

Emerging Good practices

1-Building synergies with other effective development actors and initiatives which already exist internationally and locally led to gains in time and better performance of the project implementation

The project adopted an approach of building synergies and partnerships with a number of local stakeholders and to implement the project via these actors. This led to high performance in terms of implementation, saved time and enhanced local ownership and sustainability.

2-Strong advocacy/communication dimension of the project led to positioning ILO well within the UN mechanism of support to Lebanon during the Syrian refugee crisis.

3-The standardization enhancement was targeted by the project despite the short term dimension and led to setting a milestone, the potential for future action, a culture of change, and discipline among local communities and stakeholders, in addition to increasing ILO credibility.

4-Setting a common goal, mobilization of different local stakeholders and beneficiaries to reaching that common goal, creating intra-synergies and coordination mechanisms leading automatically to social cohesion

5-Value chain development in agriculture is a good approach and model to implement in a transitional phase from emergency to development to bring about local economic development; could be adopted by ILO.

Key Findings and Priority Recommendations

Key Findings	Priority Recommendations
<p>1-The project of Enhancing Job Resilience and Protecting Decent Work Conditions in Rural Communities Affected by the Syrian Refugee Crisis in Northern Lebanon was effective and led to significant achievements under its axes/Components II and III related to value chain development in agriculture as an approach for Local Economic Development. The project created the conditions and aspects required for the value chain development, triggered local community and stakeholder mobilization and networking and positioned ILO well within the UN mechanism of support to the Syrian refugee crisis in Lebanon. The project came to an end at an inappropriate time without having achieved any exports.</p>	<p>1-ILO should continue the action undertaken developing the value chain in agriculture (axes II and III) through a new, specific and focused project of 2 to 3 years. If no donor is available, it is recommended that ILO continue based on the RBSA allocation in order to demonstrate the M4P model. The intention would be to bring about a concrete success story based on the advanced level of effectiveness during the implementation of Components II and III of the existing project and the appropriate conditions that it created.</p>
<p>2-There were certainly significant achievements in terms of harmonization of practices in employment services and CfW in line with international labour practices, and improvement of the work of these employment services. However, implementation of this axis faced barriers in terms of the legal framework. This axis needed to be implemented through a specific project, with specific staff allocated, a different approach and up-stream and down-stream dimensions to deal with these barriers in order to lead to extensive improvement of the performance of employment services.</p>	<p>2-It will be necessary for ILO to suggest to MoL to implement a review of the whole system of employment services in Lebanon to creating complementarity between the NEO and private sector employment services. Institutional development of NEO is also required for it to play the pivotal role within the new system.⁹ The latter should include a mechanism of cooperation and an Electronic Labour Exchange system, data and referrals between NEO and other employment service providers.</p>
<p>3-In line with finding No 2. above, it will not be possible to improve and further interlink existing employment service mechanisms while private and civil society employment services are not recognized by the Lebanese law, MoL and the National Employment Orgnizaztion (NEO).</p>	<p>3- In line with Recommendation No. 2 above, It will be necessary for ILO to provide advocacy and coaching support to MoL to ratify ILO Convention 181 on private employment Agencies.</p> <p>This support could be provided through the project suggested under recommendation No. 2 above.</p>
<p>4-Under Components II and III, there was important progress in value chain development in two sub-sectors: potato and leafy green vegetables,with a</p>	<p>4-In line with recommendation No. 1 above, ILO should continue to focus on potato and leafy green vegetables through a new value chain project, in order to produce</p>

⁹ Unlike a previous project (LEB/08/01M/CAN – Support to Public Employment services in Lebanon: Strengthening the Capacity of the National Employment Authority), the new project should focus on improving the whole system and bringing about coordination and complementarity between NEO and private employment service providers.

<p>focus for the former on EU export markets and focus for the latter on domestic market.</p>	<p>high quality crops in the potato sub-sector in line with EU Export Compliance standards and Global Gap, thus achieving export to the EU as well as expanding sales in the internal market in the sub-sector of leafy green vegetables.</p>
<p>5- The seeds/inputs selected for the implementation of the potato value chain development were oriented exclusively to the European market and not to the Lebanese market, which has different preferences in terms of seeds and varieties. Furthermore, there was a delay in planting in line with the European calendar for potato importation. This led to crops that could not be sold either in Europe or in Lebanon.</p>	<p>5-In line with recommendations No. 3 & 4, the ILO project team and local partners should build in the continuation of the project on the lessons learned, particularly in terms of seed selection that fit both the EU and Lebanese markets, paying particular attention to the calendar of planting so as to fit both markets. Furthermore it will be important to consider models that could spread the risk for the farmers, such as adoption of contract farming models with guaranteed processing outlets for crop production.¹⁰</p>
<p>6- No export to alternative markets to Europe took place at level of the potato value chain development.</p>	<p>6-In line with recommendation No. 5, in implementing the new project, broad emphasis should be put on exploration of different markets for agricultural products and guaranteeing export action through specialised additional Trade Specialist staff hired by ILO. Trade Specialists will have to work in close coordination with the Ministry of Economy, CCIAT, IDAL, international chambers of commerce, commercial sections in embassies and various trade organisations and networks.</p>
<p>7- While the project built synergies with a wide number of local stakeholders to implement different components of the project, it did not identify and build specific ties with a key leader among these stakeholders. This led to a situation in which the sustainability and continuity of the project is likely to be fragmented at the activity level. Each local stakeholder will have to ensure the sustainability of the component or activity that it was implementing.</p>	<p>7-In line with recommendations 3, 4, 5, & 6, while continuing on the same path of partnership with local stakeholders, each according to comparative advantage, ILO should designate the Chamber of Commerce, Industry and Agriculture of Tripoli (CCIAT) as the key stakeholder to coordinate a future phase of project implementation, based on the lessons learned of this project and the capacity of the CCIAT. The latter should chair a local steering committee to monitor project implementation.</p>
<p>8-Successful value chain development in a specific product requires time investment and focus. At the same time, the agricultural production in northern Lebanon does not include only potatoes and leafy</p>	<p>8-Once success is achieved with potatoes and leafy green vegetable crops in terms of sales, exports and income generation for farmers and participant cooperatives, ILO should look to expand horizontally to</p>

¹⁰ An extension project proposal was prepared by the project team for donors suggesting to adopt a contract farming model with potato production for processing (French fries, chips) so as to spread the risk for farmers.

<p>green vegetables. There is also the risk factor of relying on only one or two crops.</p>	<p>include other crops and categories planted in the North in the value chain system.</p>
<p>9-Cooperatives in Northern Lebanon are suffering from serious structural weaknesses while being marginalized by public authorities. However, this project proved that cooperatives could play an important role in development projects, local economic development and community mobilization as a whole if they are well supported and their capacity is built.</p>	<p>9-ILO should consider another project, in cooperation with FAO or IFAD, <u>improving the role of cooperatives as a key player in LED</u>, fostering resilience and employment. This project should include upstream and downstream aspects. The upstream focus should be on tackling the institutional development of the Cooperative Directorate in MoA and reviewing the whole cooperatives system and cooperatives law. The downstream dimension should focus on dynamizing the role of a large number of cooperatives in the North in local economic development.</p>
<p>10- The legal status of the farmer is not well defined. While individuals or companies working in trade are on the trade registry, and those working in industry are on the industrial registry, individuals who are working in agriculture are not on any agricultural registry¹¹.</p>	<p>10-ILO as well as other UN organizations, namely FAO and UNDP, should work with Ministry of Agriculture, Ministry of Economy and Trade, Federation of Lebanese chambers of commerce and CCIAT to insure an agricultural registry for farmers.</p>
<p>11-Farmers and cooperatives in the rural communities of Akkar have to deal with a number of authorities and service providers in their activities. They have to address this step by step and in a time consuming and costly set of procedures. In many cases they cannot properly address challenges and complexities related to ensuring the inputs and services needed for their activities.</p> <p>Previous good practices of ILO and UN organizations in fragile contexts (see PRODERE implemented in Latin America) consisted of creating a local economic development agency or centre to ensure and provide multidimensional support to local community.</p>	<p>11-ILO, in cooperation with UNDP and FAO, should consider the idea of creating a Platform/One Stop Shop for farmers in the North through a joint project. This would facilitate ensuring the availability of inputs, services, employment, services, skills, orientation, jobs matching and demand in the agricultural sector¹². North LEDA might be the best counterpart to ensure the management of this platform/One Stop Shop.</p>
<p>12-There is marginalisation of farmers by Trade Unions, combined with deprivation of farmers and workers in agriculture of social protection, as well as of several rights under Lebanese law. The union of workers in agriculture has limited capacity and is not capable of advocating for the rights of farmers and workers in agriculture.</p>	<p>12-ILO should launch a project enhancing the rights of workers in agriculture. The project could be implemented in cooperation with the Trade Union and Union of Workers in Agriculture, and the Ministries of Labour and Agriculture. It should include advocacy for the provision of different rights and social protection to farmers as well as integrating farmers' representatives within the structure of the National Federation of Trade Unions. Other considerations would be institutional development and the empowerment of the existing</p>

¹¹ Farmers who wish to export can register on export lists at MoA

¹² In line with the Local Economic Development Agencies created by the PRODERE approach initiated in Latin America.

	<p>union of agricultural workers to become much more effective in defending the rights of agricultural workers.</p>
<p>13- As an ILO response and to offer support to Lebanese host communities to alleviate the consequences of the Syrian refugee crisis in northern Lebanon, the value chain development in agriculture module implemented through this project is rich in lessons learned for ILO action in emergency and fragile contexts.</p>	<p>13-Based on the experience of ILO in Lebanon and Akkar in implementing Value Chain Development in Agriculture through this existing project, ILO ROAS and ILO Geneva should consider developing a policy paper (complementary to the ILO guideline on Employment and Decent Work in Situations of Fragility, Conflict and Disaster), to be entitled: Value Chain Development in Agriculture – A Market for the Poor module to trigger local economic development and employment in situations of fragility, emergency and recovery.</p> <p>The module should present and distinguish between aspects of and approaches to the value chain in agriculture that could be implemented in emergency situations, as well as other aspects and approaches that could be implemented in a transitional phase approaching recovery. The module also should reflect the role that VCD could play in enhancing social cohesion among local communities in multi-ethnic societies.</p>
<p>14-As ILO is a development organization with a development agenda, which is not well adapted to an emergency or humanitarian context. It could be seen throughout the project that ILO specialists were not really at ease with the humanitarian and emergency context and the consequent requirements</p>	<p>14-Due to the specificities of the humanitarian emergency context and the consequent requirements relative to the normal and classical ILO intervention approach, it would be important for ILO specialists and staff working in crisis situations or contexts affected by crisis to receive specific training to properly deal with this. Furthermore, it would be important that more and sustained backstopping be provided to them.</p>

B-Project background and Context

The conflict in Syria is having grave social and economic impacts on Lebanon at different levels, with 1.5 million displaced Syrians in Lebanon¹³. Over 1 million Syrian refugees are registered¹⁴ with UNHCR and many more are assumed to reside in Lebanon without registration. If we add the 320,000 Palestinian refugees already present, with a current population of 5.9 million in Lebanon, it is estimated that that about one in every four people is a refugee.

The extreme presence of refugees in different host communities in Lebanon creates extensive challenges to 1.5 million vulnerable Lebanese¹⁵. It has already challenged underserved areas and has severely affected the living conditions of local communities. The latter are experiencing cost increases and scarcity in basic commodities such as food and rental accommodation, while the influx of refugees has caused high unemployment and an informal and competitive working context. Note that this is a labour market which was already suffering from structural weaknesses that need to be remedied, and an economy which is already creating few new jobs. Refugees are also causing a burden on local infrastructure and services, such as education and healthcare, which are under extreme pressures and are struggling to keep up with demand. This has meant a decline in access to and quality of public service delivery.

These challenges are greatest in the most vulnerable and deprived parts of the country, particularly in the North and Beqaa where the highest concentration of displaced Syrians is evident. These areas already had lower labour market participation rates and higher unemployment rates before the current crisis. The youth unemployment rate among Lebanese (34 percent)¹⁶ was already alarmingly high before the crisis, and was already resulting in increased rates of migration among young Lebanese. The North, for example, is already underserved, and has around a fifth of the total population in Lebanon. This includes 46% of the extremely poor and 38% of the entire poor population¹⁷. The presence of Syrian refugees is making this context worse by its impact on a deteriorating labour market, creating increased competition for available jobs. Syrians are considered skilled labourers who may accept lower wages and precarious conditions. The informal sector is increasing as a result, reducing real wages below the minimum, worsening labour conditions and increasing unemployment among Lebanese.

In response to the Syrian crisis, and within the framework of the United Nations intervention, ILO launched the project of Enabling Job Resilience and Protecting Decent Work Conditions in Rural Communities affected by Syrian crisis in Northern Lebanon with a focus on employment and livelihood issues. The aim of the project was to enhance the resilience of local farmers, entrepreneurs, cooperatives and workers affected by the Syrian refugee crisis in rural areas. The project was framed under the ACI “Decent Work in the rural economy”, and applied an area-based approach by targeting one of the most challenged regions in the North with a high exposure to the influx of refugees which has been experienced in rural areas. The strategy of the project was two pronged: (1) to reinforce and improve labour market institutions and employment matching service providers to improve employability and meet the needs of job seekers, and (2) to enhance the capacity of local development organizations to enable the creation of Local Economic Development (LED) opportunities and the establishment of coping strategies for affected producers in rural areas. (Please refer to Annex 1 for further Information)

¹³ Lebanon Crisis Response Plan 2015-16- Part Two – Brochure – United Nations

¹⁴ UNHCR 2016: <http://data.unhcr.org/syrianrefugees/country.php?id=122>

¹⁵ Lebanon Crisis Response Plan 2015-16- Part Two – Brochure – United Nations

¹⁶ Livelihoods sector plan – Lebanon crisis response plan 2015-16 – The United Nations.

¹⁷ Enabling Job Resilience and protecting Decent Work Conditions in Rural communities affected by Syrian crisis in Northern Lebanon – ILO project document.

C-Evaluation Scope and Methodology

C1- Evaluation scope

The Independent Final Evaluation of the Project of Enhancing Job Resilience and Protecting Decent Work Conditions in Rural Communities Affected by the Syrian Refugee Crisis in Northern Lebanon assessed the results of the project under the seven headings of Relevance and Strategic Fit, Validity of the Project Design, Efficiency, Effectiveness, Impact, Effectiveness of Management Arrangements and Sustainability.

A set of evaluation questions was drawn up (Annex 2) with the purpose of drawing conclusions about the success of the project in terms of its three strategy approaches: 1- Contribution to building the resilience of rural host communities by enhancing access to employment opportunities and livelihoods, 2- Sustainable Local Economic Development (LED) is promoted in at least one rural area in the North Lebanon targeting specific productive sectors, 3- ILO constituents' (local organizations, employers and trade unions) capacities increased/enhanced to identify and benefit from socio-economic interventions as part of the LED process.

The specific aims of the evaluation as identified in the ToRs (Annex 1) are as follows:

Aim a: To provide a clear articulation of the main achievements and findings.

Aim b: Assess the success of implementing the project's activities, and identify activities which as yet have not been implemented and suggest ways and timings for their implementation in a subsequent phase.

Aim c: Provide a clear analysis of the project's context, and articulate the main challenges and the factors contributing to its successes or non-successes.

Aim d: Provide a clear analysis of the projects' partners and how they took ownership of the project, and recommend partnerships, communication and ways of collaboration for future project implementations.

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

Aim f: Provide recommendations to enhance ILO's efforts to enhance job resilience and protect decent work conditions in rural communities affected by the Syrian refugee crisis in Northern Lebanon in particular and Lebanon in general.

Aim g: Based on the potential recommendations and national priorities, support the extension and expansion of the project while adjusting the objectives, deliverables and activities if necessary based on this project evaluation.

C2-Evaluation methodology

On the basis of the Terms of Reference provided for the Independent Final Evaluation of the Project of Enhancing Job Resilience and Protecting Decent Work Conditions in Rural Communities Affected by the Syrian Refugee Crisis

in Northern Lebanon (Annex 1), the following methodology was adopted to fit the working outline of the evaluation report:

- 1-Desk review of the various project documents and reports (Annex 3).
- 2- Skype conversations with the ILO Regional M&E Officer, Junior Consultant on Livelihoods and Crisis Response, the project Chief Technical Adviser and project team.
- 3-Meetings with project team, ILO Regional Office specialists and officers.
- 4-Meetings with national directors and focal points in line Lebanese ministries, national and international stakeholders and implementing partners and beneficiaries (Annex 4)
- 5-Field visits to areas in North Lebanon in which the project was implemented to gather in-depth information on the project's added value and effectiveness.
- 6- Focus group discussions with selected representatives of beneficiary groups that are the focus of project implementation.

While using this methodology, the evaluation adopted Results-Based, Human Rights-Based and gender-sensitive approaches. It also referred to specific ILO norms while taking into consideration the United Nations Evaluation Group standards, and those of the quality evaluation of the OECD/DAC.

The evaluation addressed the various stakeholders relevant to the project, and took each of their strengths, weaknesses, capacities, comparative advantages and perspectives into account; it tried to assess the extent to which each of these stakeholders was positively affected within a Theory of Change, in the context of the long-term goal of enhancing job resilience and protecting decent work conditions in rural communities affected by the Syrian refugee crisis in Northern Lebanon.

C3-Key evaluation users

The key users of the evaluation are ILO ROAS, ILO DEVINVEST and EVAL Departments in ILO Geneva; other key users will be:

- Ministry of Agriculture
- Ministry of Labor
- Local stakeholder partners in the implementation of the project, such as: Chamber of Commerce, Industry and Agriculture of Tripoli (CCIAT), North LEDA, Safadi Foundation, RMF, BIAT, LARI, AVSI, IRC,MADA, etc.
- UN Organizations: FAO, UNDP, UNRWA, UNHCR and UNICEF
- Italian Agency for Development Cooperation
- Embassy of the Netherlands
- Other development agencies such as USAID, DRC, IRC

Findings

D-Relevance and strategic fit of the project

D1-Strategic alignment and extent of harmony with national and local development needs and plans.

In response to the consequences of the Syrian crisis in Lebanon, this project came as part of the wider UN effort and was a response to alleviate the humanitarian and socio-economic impact of this crisis and the increased vulnerability created in host communities, particularly in the North. The project applied an area-based approach by targeting this region, which had a high exposure to the influx of refugees in rural areas. The strategic orientations and targets of the project have been defined as:

- 1- Addressing sources of vulnerability in the rural economy by promoting jobs and employability, particularly among youth, and targeting the skills demanded by the national and local market according to available employment opportunities, through better matching approaches between labour supply and demand.
- 2- Supporting the upscaling of value chains in agriculture as an approach to local economic development and livelihood resilience.
- 3- Increasing/enhancing capacities of ILO constituents' (local organisations, employers and trade unions) to identify and benefit from socio-economic interventions as part of the LED process.

The agricultural orientation of the project was very relevant. In fact, on one hand this takes into account that the least endowed local communities in Akkar are mainly agricultural. On the other hand it takes into account that the large majority of workers on local farms are Syrian. Hence the project could be considered to be addressing local community needs on a two-pronged basis: those of the Lebanese host communities and those of Syrian workers and refugees.

In order to make the process perform well in terms of implementation, and to enhance local ownership and sustainability, the project operated through local development stakeholders, encompassing local public sector institutions, local development agencies, local NGOs, chambers of commerce and industry. The aim was to build upon their own interventions in rural communities, using their strengths, comparative advantage, know-how, networking and knowledge of the field, but also as a means to improve their capacity from a sustainability perspective by ensuring the continuation of the project activities. The project targeted the creation of synergies with a large number of partners, with the common ground of improving the socio-economic conditions and livelihoods of those in areas affected by the Syrian refugee crisis.

D2-Coherence and complementarity with other ILO programmes and projects in Lebanon and the region.

The project on Enabling Job Resilience and Protecting Decent Work Conditions in Rural Communities Affected by the Syrian Refugee Crisis in Northern Lebanon is complementary to other ongoing ILO interventions and projects,

namely: Technical support to strengthen employability of vulnerable groups in Lebanon¹⁸ (Employability); Towards improved formal and non-formal TVET in Lebanon¹⁹ (Vocational training); Technical Support on SMEs in Jordan & Lebanon²⁰; Situation analysis of existing non-financial services and support for business start-up initiatives targeting Palestinian refugee youth²¹ (SME); Strengthening capacity of employers' organizations²² (Employers' organizations); Combatting the Worst Forms of Child Labour among Syrian Refugees and Host Communities in Lebanon²³ (WFCL); and Labour Force and Households Living Conditions Survey 2014²⁴ (LFH LCS). The project is also aligned with the ILO Regional Response to the Syrian Refugee Crisis. The project CTA was also the focal point of the regional office on fragility issues at regional level.

D3-Extent of aligning of the project with the United Nations assistance strategy for Lebanon and the UN response to the Syrian refugee crisis.

The project comes as part of the wider UN efforts in response to the impact of the Syrian crisis in Lebanon. It effectively positions ILO within the UN response mechanism to the crisis, The UN Inter-Agency Lebanon Crisis Response Plan (LCRP), which was not the case before this project was initiated.

It should be borne in mind that the UN had fixed its priority interventions in the livelihood area²⁵ as: 1- Providing grants (cash/in-kind) coupled with incubation services/training/retraining for Micro, Small and Medium Enterprises; 2- Implementing integrated Value Chain programmes; 3-Rehabilitating public infrastructure/environmental assets through labour intensive modalities; 4- Supporting activities and strengthening the capacity of employment services centres and livelihoods centres; 5- Supporting the Ministry of Labour in improving decent work conditions and countering child labour; and 6- Supporting the Ministry of Economy and Trade in the implementation of the new small and medium enterprise strategy.

All these priority interventions are defined based on identified needs, the capacity for implementation and the potential to upscale in the three general response areas of the LCRP, namely: A- Providing material and legal assistance to the most vulnerable among the displaced from Syria and the poorest Lebanese; B- Linking vulnerable groups and localities to strengthen basic services and protection; and C- Supporting national institutions to preserve social stability²⁶.

Hence, it is clear that the ILO project of Enhancing Job Resilience and Protecting Decent Work Conditions in Rural Communities Affected by the Syrian Refugee Crisis in Northern Lebanon is well aligned with the Lebanon Crisis Response Plan(LCRP) co-developed by the UN and the Government of Lebanon.

Based on the project, ILO became key member of the Livelihoods Sector Working headed by UNDP and MOSA of the LCRP mechanism. ILO even became a reference for all other UN agencies to provide the required expertise in

¹⁸ LBN/16/01/RBS/LBN103

¹⁹ LBN/16/08/CEF

²⁰ LBN/16/01/RBS/LBN102

²¹ LEB/16/01/UNR

²² LBN/16/02/RBS/LBN801

²³ LBN/16/01/NOR

²⁴ LEB/14/01/EEC

²⁵ UN LCRP Lebanon Website- Sector Plan Livelihood

²⁶ Lebanon Crisis Response Plan – Plan 2015/2016 – Year Two - Brochure

the Livelihoods sector plans thanks to its performance in this project²⁷. It significantly influenced the design of the 2015 and 2016 Livelihoods sector strategies of the LCRP.

D4-Planning process

The project was planned as an ILO Syria crisis response plan for Lebanon within a framework of unpredictable uncertainty.

The planning and formulation/design of the project did not follow the classical planning and formulation approach of ILO, as defined in the programming cycle²⁸. As ILO was keen to position itself within the UN mechanism of response to the Syria crisis in a framework of unpredictable uncertainty, the project was designed rapidly through coordination between DEVINVEST department in ILO Geneva and ILO ROAS. While a mission took place in an identification phase and a meeting was held with a number of local stakeholders which led to the design of the project document, however, there was no participatory appraisal phase. The latter would have consisted of the project preliminary design being shared with local stakeholders through a workshop, so as to measure the extent that project axes, objectives and outputs were well tailored to local needs, ultimately leading to a more mature project document. Instead, the appraisal of the project document was carried out internally within ILO. Furthermore, no log frame encompassing targeted indicators was included in the project document at the beginning, and has been left to an inception phase and the technicians later hired to implement the project.

The 'Enabling Job Resilience and protecting Decent Work Conditions in Rural communities affected by Syrian Refugees crisis in Northern Lebanon' project was originally designed for a period of one year. It commenced on 1st of June 2014, with the National Project Officer taking up duties. The Chief Technical Advisor came on board on 4th of July 2014. Starting from this date, the project team undertook numerous consultations with potential project partner organisations, relevant stakeholders and other development partners active in the area of livelihood, local economic development and agricultural value chain development. The purpose of these consultations was to revise the project outputs based on the conditions on the ground and the final project outcome and budget, to present the selection of the project area for implementing Local Economic Development (LED) activities, and to present the project logframe and workplan. As a result project, outputs were adjusted and fine-tuned.

E-Validity of the Design

E1- Coherence and realism of the project's immediate objectives

The project was too horizontal and adopted an approach targeting three immediate objectives in its initial design: *1- Contribute to building the resilience of rural host communities by enhancing access to employment opportunities and livelihoods. 2- Sustainable LED is promoted in at least one rural area in the North Lebanon targeting specific productive sectors and 3- Capacity building and business expansion strategies for entrepreneurs developed.*

While the three immediate objectives are complementary, each immediate objective could alone shape a project in itself, as each one requires specific approaches, focus and specialist personnel. If we take the short term character of the project into consideration, the immediate objectives certainly could not be considered to have been realistic within a one-year timeframe. However, the purpose behind launching this project should also be kept in mind, namely to position ILO within the UN response mechanism to the Syrian crisis in Lebanon.

²⁷ Meeting with UNDP and UNHCR

²⁸ Design, monitoring and evaluation of technical cooperation programs and projects- Geneva 29th March 1995.

It is important to note that ILO is a development organization with a development agenda, which is not well adapted to an emergency or humanitarian context. It could be seen throughout the project that ILO specialists were not really at ease with the humanitarian and emergency context and the consequent requirements. They wished to test different ILO approaches in the humanitarian context of Lebanon. The purpose behind this was to measure their performance within a context of uncertainty, to test the extent to which each approach achieves its objectives and to glean lessons learned from this process.

During the project inception phase, an adjustment was made to one to the immediate objectives: Immediate Objective III²⁹ to become: ILO constituents' (local organizations, employers and trade unions) capacities increased/enhanced to identify and benefit from socio-economic interventions as part of the LED process, rendering it much closer to and harmonious with Immediate Objective II.

E2- Coherence and linkages between the project activities, outputs, outcomes and objectives

Outputs under Immediate Objective 1: *Output 1.1 Existing employment service mechanisms for both Lebanese and refugees in North Lebanon improved and interlinked and provide career counselling services building upon existing labour opportunity mappings; Output 1.2 Implementing partners of Cash for Work (CfW) programmes supported through targeted technical assistance to ensure high standards and effectiveness; and Output 1.3 Local vocational training providers in rural areas supported to provide adapted skills development programmes needed in the selected agricultural value chain, were theoretically coherent in principle. When it came to implementation, outputs 1.1 and 1.2 did not take into consideration the complexities of the Lebanese context, particularly the fact that employment services from the private sector and civil society are not recognized by the Lebanese state and thus operate informally. Therefore, it would be difficult if not impossible for the project to achieve these outputs without a concrete advocacy, coaching and institutional development component vis-à-vis the Ministry of Labour at the central level in order to bring about recognition of these private and civil society employment services. A second step would be to restructure the entire employment services system to bring about complementarity between the NEO and private and civil society employment services.*

Outputs under Immediate Objective II: *Output 2.1 Mapping capacities of potential LED stakeholders and local organizations within the selected value chain and target area undertaken and capacity development needs identified; Output 2.2 Value chain analyses in agro-pastoral sector in targeted caza, with a specific focus on host communities implemented; Output 2.3. Local economic development interventions in host communities designed and at least some demonstrative interventions implemented are also coherent in terms of the sequence, which consisted of mapping all stakeholders to define the comparative advantages of each and to ultimately pave the ground for eventual partnerships, undertaking LED consultation, implementing value chain analysis, to be followed by value chain development implementation.*

Outputs under Immediate Objective III: *Output 3.1 Networks and alliances with local entrepreneurs and local financial institutions within the selected value chain are explored and (when possible) enhanced; Output 3.2 Local organizations as well as Employers and Trade Unions have better capacities to identify socio-economic interventions as part of the Local Economic*

²⁹ It used to be in the original project document: *Capacity Building and Business expansion strategies for entrepreneurs developed.*

Development; and Output 3.3 Enterprises and cooperatives within the selected value chain improved business management skills through targeted provision of business development services responding to their needs...are coherent.

E3-Relevance of the project indicators and means of verification

At the design stage, no indicators were fixed for the different project objectives or outputs. A logframe was prepared by the project team during the inception phase after the latter was on board. The logframe was comprehensive in terms of structure, which encompasses the definition of verifiable indicators, means of verification, assumptions, status and source, for each strategic objective and output. This was an appropriate approach as adopted by the project team in the inception phase. However, a number of remarks should be made on indicators related to the component/Immediate Objective I, while those related to Immediate Objectives II & III are comprehensive and relevant.

With regards to the indicators related to Immediate Object I, it is noted that:

- 1- Some indicators were too ambitious given the short timeframe and horizon of the project. For example, see the following indicator related to Immediate Objective I: *An increase of 20% in the number of job seekers that receive employment services in North Lebanon are matched with employment opportunity by the end of the project.* This is too ambitious in the context of the nature of a project intervention that only delivered training to job centre officers. Without a review of the whole system and the services of each jobs centre, it would be difficult to imagine bringing about drastic improvement in the performance of job matching services in such a short time.
- 2- Some indicators did not take into consideration the legal and institutional situation and its complexities in Lebanon. For example, see the indicator related to output 1.2: *At least 5 CfW implementing partners advertise CfW job opportunities through employment service providers.* This indicator did not take into consideration that employment service providers are working informally with a low profile, as they are not recognized by the Lebanese government, MoL and NEO³⁰. Furthermore, the activity of cash for work is not welcomed by the Lebanese government for political reason

Another example can be found with regards to the indicator mentioned above: *An increase of 20% in the number of job seekers that receive employment services in North Lebanon are matched with employment opportunity by the end of the project.* This indicator does not take into consideration that the entire system requires a review. On one hand it would be necessary for the government to recognize private sector and civil society job matching services, and for these services to become completely legal and regularized. This would need Lebanon to validate ILO convention 181. Subsequently it would be necessary to restructure the entire employment services system to bring about complementarity, coordination and harmony among the NEO and the various private sectors and NGO job matching services.

- 3- Other indicators came in abstract form. For example, see the indicator related to output 1.1: *At least 3 employment service providers collaborate.* Collaboration is not defined. The meaning could range from a

³⁰ Article 8 of the Decree No 80 issued 27 June 1977- Establishing a public agency called "National Employment Agency" signed by Lebanese President Elias Sarkiss.

few communication calls during the year to collaboration on selective individual referral cases, which could not be considered to be a target for such a project. The project should seek to establish a specific mechanism of collaboration among employment service providers³¹. Furthermore, it must be taken into consideration that some of these employment service providers are reluctant to share their data and sources, or are simply not allowed to do so by their HQ³². In the case of local NGOs, data sharing is further constrained due to their informal status of employment activity.

The indicators related to Immediate Objectives II and III were much more relevant to the immediate objectives and outputs. However, regarding indicators related to output II.3 and output III.3 defined a target number of *Target enterprises*, whereas the target should consist of the Number of Cooperatives, Number of Farmer Beneficiaries and the number of Target Enterprises (for export enterprises).

Finally, it is noted that for certain indicators, and particularly those related to outcomes for the three immediate objectives, no baseline was defined. This was due particularly to the lack of data available in the livelihood sector. While the Ministry of Agriculture's last census of 2010-2011 might provide some indicators (but not many), the Labour and Households Living Conditions Survey planned for 2014 was not achieved in 2015 to provide the project with the needed baseline indicators.

E4-Extent of use of various ILO models of intervention and instruments.

Although it is an organization with a development orientation in terms of mandate, ILO has gained experience working with humanitarian actors to promote Decent Work for an inclusive economic recovery both in fragile settings and contexts. In fact, it should be noted that limited international attention is given to Decent Work and the broader aspects of crisis response related to the concept in operational settings.

In such contexts ILO usually focuses on three main broad areas of Decent Work³³:

- 1- Strengthening labor market governance by enhancing the capacity of ILO constituents to play a central role in preventing, mitigating, recovering and monitoring communities and countries affected by fragility, conflict and disasters.
- 2- Actively promoting employment, livelihood opportunities and social protection for women and men under a coherent and comprehensive policy framework for socio-economic reintegration and the poverty alleviation of households and communities.
- 3- Addressing the specific needs of people and countries in the most vulnerable socio-economic conditions in order to enhance their resilience, or in the aftermath of a conflict or disaster, to stabilize and recover their pre-crisis livelihoods and levels of social protection.

In this regards, the project of enhancing job resilience and protecting decent work in rural communities affected by the Syrian crisis in Northern Lebanon has focused on the three areas of Decent Work defined by ILO. Furthermore,

³¹ Not only a template

³² Meeting with Institut Europeen de Cooperation et de Developpement (iecd).

³³ Employment and decent work in situations of fragility, conflict and disaster – ILO-Geneva 2016

the project design also appears to have built on ILO experience in LED in implementing PRODERE in Latin America. The LED methodology involved consensus building, strengthening local capacities, a bottom-up, participatory approach, a strive for synergy, acting as catalyst, linking the local economy to the national and global economies, and raising public awareness. Consensus can only be achieved through an effective participation of the local socio-economic actors concerned³⁴. This means that a process needs to be undertaken that brings together and links local actors across political lines and ensures a constructive exchange of ideas and opinions with the aim of designing policies for sustainable economic development in the area.

E5-Gender coherence and extent of shaping women's rights priorities in terms of design.

In general ILO has a two-pronged approach toward promoting gender equality. Firstly, all policies, programmes and activities must aim to systematically and formally address the specific practical and strategic needs of women in the geographic and sectorial areas of intervention. Secondly, targeted interventions must enable women to participate and benefit from these interventions and development actions in an equal measure to men³⁵.

The original document of the project on 'Enabling Job Resilience and protecting Decent Work Conditions in Rural communities affected by Syrian crisis in Northern Lebanon' offered a multi-dimensional strategy to address vulnerability in rural economic sectors by promoting jobs and livelihoods for both local communities and refugees. The project was designed to support the creation of better jobs in agriculture and agriculture related sectors and promote productive employment and Decent Work in all sectors of the rural economy. It is noted that the gender aspect was not addressed in these different dimensions, or as a focus of the triple axes of interventions.³⁶

This deficit was tackled by the project team during the inception phase in the preparation of the Logframe, in which the gender dimension was integrated in various outputs and indicators for follow up. A percentage of female beneficiaries has been set for a number of activities. However, it is noted that this percentage was often fixed in the Logframe at 20%, and in some cases 10%. This was triggered by the perception of local society as conservative in nature in North Lebanon at this design/inception phase. Nonetheless, it appears that these percentages should have been set at a higher level in this design/inception phase according to the principle of gender mainstreaming. This would also give a message to local stakeholders that there was a high expectation in terms of women's participation despite local socio-cultural barriers, rather than a low expectation of 10%.

In addition to integrating the gender dimension in the logframe and in different outputs, and implementing that approach effectively (see section on progress in terms of gender mainstreaming), the project designed specific interventions aiming at the economic empowerment of local women: catering capacity building). The intervention included not only a vocational training dimension in the design, but also marketing support, business plan development and coaching.

³⁴ Alfredo Lazarte, Hans Hofmeijer and Maria Zwanenburg- Local Economic Development in Central America- The PRODERE Experience – ILO – Geneva.

³⁵ ILO-Evaluation Unit- Guidance Note 4 – Integrating Gender equality in Monitoring and Evaluation of Projects – March 2014.

³⁶ ILO Project Document Enabling Job Resilience and protecting Decent Work Conditions in Rural Communities affected by Syrian Refugees Crisis in Northern Lebanon.

F-Project Progress and Effectiveness

F1- Progress and Effectiveness in terms of immediate objective and outputs

Immediate Objective 1: *Contribution to building the resilience of rural host communities by enhancing access to employment opportunities and livelihoods.*

Output 1.1 *Existing employment service mechanisms for both Lebanese and refugees in North Lebanon improved and interlinked and provide career counselling services building upon existing labour opportunity mappings*

Employment Service Centers staff received training as part of the project, to build their capacity to provide these employment services effectively. Training modules included labour law, career guidance, job searching, career guidance counselling, employer, Labour Market Information (LMI), and management of employment services. The capacity building focused also on the harmonization of practices and their alignment with international labour standards. 26 staff from 16 organizations received this training (7 of these staff were female). The original target, which was to train staff from at least 12 employment service providers, was achieved and surpassed.

In terms of interlinkages, the training and workshops that took place offered the opportunity for different NGOs and employment officers working in these NGOs to be made aware of each other, which may pave the way for eventual interlinkages.

NEO officers also got to know other employment officers working in NGOs through this training. These linkages helped to make referrals in some few cases³⁷. However, the results fall far short of achieving an interlinked system. The latter could not be created as the government and Ministry of Labour do not recognize private sector and civil society employment services. They are not considered to be legal by the government. This recognition would require the government to first validate ILO convention 181 on Private Employment Agencies³⁸. Interlinkages among ESCs independent of NEO (which can only be semi-formal in nature because of the lack of recognition referred to) were advanced somewhat, with proposals on a cooperation mechanism and processes on sharing LMI and referrals, including templates, being developed. However, there was no concretization in terms of system linkage. No MoUs were reported to this evaluation between NGO employment services, and no electronic linkage exists (bearing in mind the restriction on data sharing noted above³⁹). Two policy briefs on how to bring about data sharing on the labor market were prepared and published⁴⁰.

Output 1.2 *Implementing partners of Cash for Work (CfW) programmes supported through targeted technical assistance to ensure high standards and effectiveness*

³⁷ Meeting with NEO in Tripoli.

³⁸ ILO Private Employment Agencies Convention – No 181 - 1997

³⁹ Meeting with Institut Europeen de Developpement- Beirut.

⁴⁰ Summary of activities and outputs- February 2017- ILO Project Enabling job resilience and protecting decent work conditions in rural communities affected by Syrian refugees crisis in northern Lebanon -

In December 2015, the project developed an IPEP guidebook: Background and experiences from the Syrian Refugee Crisis in Lebanon for the “Towards the right to work: A guidebook for designing innovative Public Employment Programmes” , with the purpose of creating a set of tools to better analyse unemployment and underemployment in Lebanon. The guidelines included a review of PEPs which have been utilised within the country, and the effectiveness of CfW specifically in response to emergency situations⁴¹. Based on this analysis, from June to December 2015 the ILO project held a series of training sessions to around 34 participants from local and international NGOs (18 of which were female) on Public Employment Programmes.

In November 2016, the project held a workshop entitled Public Employment Programmes in Lebanon: Exchange of Lessons Learned and Best Practices. for 31 participants from 17 different stakeholders encompassing local NGOs, INGOs and UN agencies⁴². The purpose was to share ILO’s international experience, as well as that of participants, and to identify best practices and common constraints, as well as identifying success stories to provide models and optimise approaches related to PEPs in Lebanon. The experience of this workshop led to an updated version of the “Background and experiences from the Syrian Refugee Crisis in Lebanon for the “Towards the right to work: A guidebook for designing innovative Public Employment Programmes - Background and experiences from the Syrian Refugee Crisis in Lebanon” ⁴³.

The target indicator of at least ten CfW implementing partners receiving training in occupational Health and Safety standards and inclusion of on-the-job training was achieved. However, the second fixed indicator of five CfW implementing partners advertising CfW job opportunities through employment service providers could not be reached or even verified, as most organizations providing such support operate on a semi-formal basis, as CfW is not welcomed by the Lebanese government. This prevents implementing partners from advertising job opportunities through employment service providers.

Output 1.3 Local vocational training providers in rural areas supported to provide adapted skills development programmes needed in the selected agricultural value chain.

In collaboration with the Ministry of Agriculture, the project held vocational training on potatoes and leafy green vegetables for 32 Lebanese, Syrian and Palestinian students (including 19 female participants). This training was specifically targeted at the integration of young people in agricultural employment. North LEDA organization and AVSI were associate organizations during the two and a half month training, which had 61 course days in the MoA technical school in Abdeh in Akkar and a one-day study visit.

The training was designed to be complementary to the value chain development which was taking place at the time and imparted technical knowledge specific to potatoes and leafy green vegetables. The goal was to increase the sectoral employability of these youth⁴⁴, and there was an attempt to place participants in internships subsequent to the training. To facilitate this, 44 employers participated in an ILO-CCIAT workshop for VT students as part of LED

⁴¹ Francesca Battistin – Background and experiences from the Syrian Refugee Crisis in Lebanon for the “Towards the right to work - A guidebook for designing innovative public employment programmes- ILO ROAS- Beirut- Original version December 2015

⁴² Report of the Workshop on Public Employment Programmes (PEPs) – Exchange of Lessons Learned and Best Practices – Beirut 9th November- ILO ROAS.

⁴³ Francesca Battistin – Background and experiences from the Syrian Refugee Crisis in Lebanon for the “Towards the right to work - A guidebook for designing innovative public employment programmes- ILO ROAS- Beirut- Revised Version December 2016

⁴⁴ Monitoring Report on the vocational Training programme Abdeh-Akkar- North LEDA

dialogue activities⁴⁵. Ten internship placements were created. However, nine of the interns dropped out of the programme, stating that there was no added value but that they were simply providing labour for the participating employers⁴⁶. The employment rate of students was low, with only two out of 27 students finding work in the sector afterwards, with another two working on their family farms. All students received certificates of completion and the remaining trainees are looking for work in different economic sectors⁴⁷.

Output 3.1 also included Training for Trainers/Practitioners on Adapted Curricula for Short Term Vocational Training on Potato and Leafy Green Vegetables in complementarity with the value chain development for these sectors, organised by ILO in collaboration with North LEDA during May 2016. The goal was to improve employability and access to livelihoods, and to facilitate rural training providers in offering relevant skills development training, adapted to the labour needs in the value chains in question. The curriculum incorporated good agricultural practices particularly relevant to potatoes and leafy green vegetables⁴⁸, and was in the form of short-term vocational training. 22 teachers from the Ministry of Agriculture (including 12 women) participated in the training, which took place in the technical school of Abdeh. MoA and AVSI were also involved. The curricula were adopted by MoA reflecting an achievement of the project in terms of standardization.

Other training offered under the same output included training on Decent Work and Occupational Safety and Health in agriculture for 29 officers from the Ministry of Agriculture (12 of which were women).

Immediate Objective 2: *Sustainable Local Economic Development (LED) is promoted in at least one rural area in the North Lebanon targeting specific productive sectors.*

Output 2.1 *Mapping of capacities of potential LED stakeholders and local organisations within the selected value chain and target area undertaken and capacity development needs identified*

This output focused on stakeholder interventions in the rural areas of North Lebanon, particularly Akkar, Dannieh and Minieh, and involved an institutional assessment and stakeholder analysis of relevant agencies, both local and international. The institutional assessment was first carried out by the project team, then a more extensive one was implemented via an independent consultant⁴⁹. Organizational capacity was analyzed according to:

1. Capacity for situation analysis of the agricultural sector and the formulation of a response in terms of orienting follow-up LED intervention.
2. Capacity for partnership building and effective engagement with stakeholders.
3. Capacity for management, including budgeting and implementation of project activities.
4. Capacity for monitoring and evaluation of interventions.

The findings led to a series of recommendations specific to the stakeholders in question. These called for follow up interventions, such as LED dialogues to be carried out (See output 2.3). All dialogues were on LED, with each having

⁴⁵ Event Report – Workshop on Internship Opportunities for Students Enrolled in MoA Vocational Training in the Agricultural Sector – October 10, 2015

⁴⁶ FGD with 6 students beneficiaries of the training

⁴⁷ Project Vocational Training activity monitoring sheet.

⁴⁸ Report on activities undertaken under consultancy and on the Training for Trainers/Practitioners on Adapted Curricula for Short Term Vocational Training on Potato and Leafy Greens – North LEDA – Sin el Fil – May 29th, 2016.

⁴⁹ Antoine Mansour, Consultant- Institutional Assessment and Stakeholders' Analysis – 8 September 2014

a specific thematic focus. However, the most important among them was the dialogue through which a shortlist of four sectors for the M4P approach was identified on the basis of four criteria:

1. The potential for having a large-scale impact (on large numbers of poor people); 2. A labor-intensive sector with the potential for employment creation (including upgrading underemployment to fulltime employment); 3. A sector with the potential for achieving improved growth and access; 4. The feasibility of achieving systemic change within the short- to medium-term (i.e three to five years).

Subsequently, a set of simple indicators were developed to reflect each of these four criteria (the number of people involved in the sector, the sector as a main source of income, the number of daily hours of work required, growth trends, active service providers for the sector, etc.).

The findings of a desk review and subsequent shortlisting of 4 sectors, were presented through a workshop gathering together various key stakeholders, including representatives from relevant Unions of Municipalities, Ministry of Agriculture, Ministry of Social Affairs, Ministry of Labour, Council for Reconstruction and Development, active local NGOs, Chamber of Commerce, relevant cooperatives, other relevant civil society associations as well as other marginalized groups. The workshop took place on the 23rd October 2014.

Participants in the LED dialogue approved the potato and leafy green vegetable sector due to the high potential and the ability to meet the criteria required by ILO (labour intensive, large-scale impact, potential for systematic change in the short to medium term and the potential for improving growth and access).

Output 2.2 Value chain analyses in agro-pastoral sector in targeted Casa, with a specific focus on host communities implemented

The ILO conducted a value chain research analysis in collaboration with the International Training Centre of the ILO (ITCILO) and five selected local organisations selected based on the Institutional Assessment & Stakeholder Analysis under Output 2.1 : Rene Mouwad Foundation (RMF), Mada, Safadi Foundation, Local Economic Development Agency North Lebanon (LEDA North), and Akkar Network for Development (AND). The value chain analysis targeted particularly the sectors of Potato and Leafy Green that were selected by the LED dialogue. The findings of the value chain analysis unveiled problems and root causes of underperformance in these two sectors and were later validated by relevant local stakeholders. Further research was conducted to complement the value chain assessment, including domestic market research on leafy green vegetables, a feasibility study for leafy green vegetables and on women's economic empowerment assessment.

Output 2.3 Local economic development interventions in host communities designed and at least some demonstrative interventions implemented

Several socio-economic interventions were identified as priorities as a result of Value Chain Analysis, and a module of intervention was designed and planned based on the 'Making Markets Work for the Poor' (M4P) approach (see annex 6), which focuses on the benefits of poor and vulnerable people affected by the Syrian refugee crisis. Demonstrative interventions were implemented.

A- LED Dialogues implemented

The findings of the institutional assessment led to a series of recommendations specific to the stakeholders in question. These called for follow up interventions, such as LED dialogues to be carried out by North LEDA, and support for VCD implementation to come from RMF, Safadi Foundation and MADA. Afterwards, 230 people (including 35 women) participated in ten LED dialogue events, including two training sessions on value chain analysis and the selection of value chain priority interventions. The project contracted the North Lebanon Local Economic Development Agency (LEDA) to facilitate those dialogues. Some events were organized around a particular topic, such as domestic market demand and trends on leafy green vegetables, exporting to the GCC and the EU, employer workshops promoting internships, a HZPC workshop on EU market demand for potatoes, etc. In other cases, the Local Economic Development approach was used to guide the value chain development. This incorporates agriculture sector selection, validation of VC analysis, intervention launches, and follow-up on the impact of ongoing interventions.

B-Design of series of interventions

In collaboration with the value chain research team (North LEDA, MADA, Rene Mouawad Foundation, Safadi Foundation, Akkar Network for Development) and relevant local stakeholders in the potato and leafy green vegetable value chains in Akkar, a series of socio-economic interventions were identified and planned as per the 'Making the Market Work for the Poor' (M4P) approach (see annexes 7, 8). Cross-cutting interventions were defined to strengthen supporting organizations implementing these value chain development interventions, to provide targeted services and improve outreach to beneficiaries as per the M4P approach.

C-Demonstrative interventions implemented

Multiple interventions were implemented, including capacity building and coaching (including on the Global Gap certification), infrastructural improvement, service provision, the implementation of demo plots for new potato varieties and leafy green vegetables, export supports, and methods in reducing the risk of child labour in agriculture. These interventions included:

1-Capacity building activities: As well as a number of farmers, four cooperatives, local partner NGOs and LARI from the public sector participated in capacity building activities. These were particularly focussed on the two value chains. A workshop on new potato varieties suitable for export to the EU was the centrepiece of the training, conducted by the Dutch input supplier HZPC. This included 70 participants. In total, 140 farmers were beneficiaries of capacity building on various technical aspects of the potato and leafy green vegetable sub-sectors.

2-Support services and improvement of planting conditions : The project provided infrastructural improvements to improve the quality of inputs, conditions and services such as irrigation systems, control systems for pesticides and fertilizers, weather stations, upgrades in germination techniques, better nursery rooms, delta traps, desirable seed varieties, water and soil testing, and assistance with bureaucratic requirements, such as registration for export with the Ministry of Agriculture.

3-Introduction of new seed varieties through demonstration plots: Three new potato varieties were introduced through demonstration plots, namely Annabelle, Vivaldi and Colomba. These varieties are all in demand in the European market. Dutch input supplier HZPC, provided 22.75 tons of seed potatoes via the Dutch embassy. Demonstration plots of leafy green vegetable varieties were also created which are in high demand in the local market. This dimension involved 68 farmers and technical coaching and follow-up was provided. The positive

benefits, however, were mitigated by a delay in providing the seeds in a timely fashion, thus leading to them being planted late, negatively impacting their export prospects.

4-Export support activities implemented to increase market opportunities for Akkar's farmers: The project worked extensively on the conditioning framework and on the creation of good conditions to facilitate farmers beginning to export to EU markets. It should be borne in mind that farmers are not working on an organized basis, but tend to operate impulsively and individually, following practices that are not in line with the norms required for export. A number of constraints should be taken into consideration which already exist, such as the high cost of production, improper use of pesticides and fertilizers by farmers, excessive consumption of agricultural land without crop rotation (especially for potatoes), the weak role of cooperatives, lack of familiarity with the minimum standards for the European market, lack of coordination among stakeholders, a lack of appropriate machinery to clean potato tubers of soil residue, the oligopoly on seed and fertilizer prices by input suppliers (potatoes), control of final product prices in the markets (potatoes), difficulty of introducing new varieties of potato seeds, and the non-availability of seeds and seeding within appropriate timeframes (leafy green vegetables). The project tried to support farmers to resolve all these constraints. Furthermore, the project provided assistance in dealing with rules and regulations which often provide barriers to export with the involvement of CCIAT and the relevant authorities (MoA & IDAL as well as international embassies). 20 exporters (three of which were female) received training on export procedures. A brochure was created on identifying and optimising business opportunities, and support was given on market research and analysis, both with a view to export (emphasising the EU and Russian markets, and particularly the Dutch market) and Lebanese market demand. A workshop on market trend analysis in the value chain in agriculture was also held, targeting new businesses and involving 71 participants. The Chamber of Commerce, Industry and Agriculture in Tripoli and North Lebanon (CCIAT) participated in a conference in Berlin in February 2016 with the goal of linking Lebanese exporters to EU importers and other relevant actors.

5-Global Gap Certification: Training was provided for around 76 farmers on the GLOBAL GAP requirements and standards, disseminating good agriculture practices specifically related to potatoes and leafy green vegetables.

6- Woman economic empowerment: An evaluation was implemented to provide practical recommendations on increasing female participation and visibility in the potato and leafy green vegetable value chains, in conjunction with the MADA association.

7-Advocacy on the risks of child labour: Activities related to risk reduction on child labour were not planned to be included in the project at the outset, according to the original project document. The Value Chain Analysis found significant decent work deficits with regards to child labour. Furthermore, activities related to risk reduction on child labour are relevant to export to the EU as the value chain development requires the absence of child labour, and are a part of the Global Gap certification requirements. Training was provided for local NGOs on reducing the risk of child labour and on advocacy and awareness-raising activities.

A number of actors had their capacity built on child labour and the worst forms of child labour, including Akkar Network for Development (AND), MoL, MoSA, UNICEF, MoA, the governor of Akkar, and World Vision – BEYOND. Two awareness-raising workshops were held on child labour risk reduction. The first workshop included 42 participants representing Lebanese employers (farmers/cooperatives) and other key stakeholders such as mayors, municipality members and local organizations. The second workshop included 32 participants and included other key stakeholders and Syrian workers.

Training was also organized for 43 more participants (21 of which were women) on child labour and the worst forms of child labour. 61 representatives (23 of which were women) from key stakeholder organisations also took part in an advocacy workshop with decision-makers in April 2016.

Implementation results : Delays by the Dutch company which was providing new seed varieties led to crop delays, ultimately meaning that it was too late to export these crops to EU markets. Despite the fact that the crop quality was high as a result of related training and other interventions, this delay was a major constraint. It should also be noted that while these new crop varieties are popular in Europe, demand is low in the domestic market. Lebanese consumers prefer the Sponta potato variety, which is bigger than the new varieties for EU export. Ultimately the new crops were not sold due to this delay and these market considerations.

Immediate Objective 3: ILO constituents' (local organizations, employers and trade unions) capacities increased/enhanced to identify and benefit from socio-economic interventions as part of the LED process

***Output 3.1** Networks and alliances with local entrepreneurs and local financial institutions within the selected value chain are explored and (when possible) enhanced*

The project built significant networks among local stakeholders and beneficiaries, including cooperatives, farmers and export and trade companies in the agricultural sector (see chapter on management arrangements).

As with alliances with local financial institutions, no significant action has been reported here. In fact, this is an area that should have been explored further. This is not only the case with value chain development and support for farmers, but also in complementarity with the vocational training activities that took place under component I of the project, as part of the target of encouraging entrepreneurship and initiatives, through the provision of microfinance on the part of those who benefited from training, such as the women who were trained in catering.

***Output 3.2** Local organizations as well as Employers and Trade Unions have better capacities to identify socio-economic interventions as part of the Local Economic Development process*

Several local organisations benefitted from capacity building as part of the project, including Rene Moawad Foundation, Safadi Foundation, MADA, North LEDA, and AND. The specific interventions included: value chain analysis, in which five local actors formed a research team; prioritising LED interventions, including 25 participants; an ITC-ILO programme in October 2015 for five local organizations, namely the Academy on Rural Development – towards decent work in the rural economy; training for Akkar Network for Development (AND) and MoA on child labour at ITC; and training for MADA on women's empowerment at ITC; and training for Safadi Foundation and another local organisation (Mouvement Social) on management of training institutions at ITC. CCIAT as an employer organization and a trade union participated in some of these training sessions.

***Output 3.3** Enterprises and cooperatives within the selected value chain have improved business management skills through targeted provision of business development services responding to their needs*

Capacity needs assessment of cooperatives:

In order to support the implementation of the cooperative support programme of the ILO and to lay the framework for effective monitoring and evaluation, a capacity needs assessment of four cooperatives took place. RMF was assigned the task of assessing the capacity of cooperatives working on potato and leafy green vegetables located

in the Northern governorates of Lebanon⁵⁰. The goal of the capacity assessment was to collect information about the need for capacity support in four primary areas: administrative, legal, structural, and feasibility and business management.

Each cooperative was evaluated according to a questionnaire tackling the dimensions of organizational management, human resource management, financial management, and the legal aspects of each cooperative. The analysis took into consideration the gaps between the skills required in cooperatives to carry out the activities in question within performance parameters, and the relevant skills which currently exist in the field which have been observed in this analysis, and the kind of training which is needed to fill this gap.

Capacity building for cooperatives:

The assessment results formed the basis of a series of capacity building and counselling sessions on cooperative management and self-sustainability for 27 farmers (all members of cooperatives). Six topics were covered, namely bookkeeping, cooperative management, marketing strategies, donor relationships, GLOBALGAP standards and legal/management issues. Financial technical support was provided to three cooperatives in preparing their annual balance sheets for submission to the directorate of cooperatives legal requirements. Another cooperative was the beneficiary of extensive support in the process of registration with the directorate of cooperatives legal.

Woman economic empowerment

Capacity building was provided for 25 women (18 Lebanese and 7 Syrians) in cooperation with IRC and Souk El Tayeb on potatoes and leafy green vegetables. 13 women (11 Lebanese and 2 Syrians) participated in nine Souk El Tayeb market events, focusing on traditional food and cooking. This led to two women creating a catering business. Of the remaining participants, all but two remain unemployed, with these two having found work in different economic sectors.

F2-Cross cutting issues

F2.1- Progress in terms of gender mainstreaming

The project had added value in terms of Gender mainstreaming. Around 28% of total project beneficiaries in terms of training, capacity building, and knowledge transfer were female (183 out of 653). Gender was a key monitoring dimension in project implementation. Gender participation was taken into account as part of the monitoring of all project activities , as reflected in different parts of this chapter. Through the vocational training for youth and women, the project attempted to enhance the economic participation of local women despite social constraints that made women's employment invisible to a large extent. It was relevant to notice the positive impact [1] which the training on catering had on a number of women participants. For some, this represented the first opportunity to get out of their domicile and village sphere, to have an original experience of participating in the traditional food market of Souk Al Tayeb in Beirut, and to market their food production to consumers from Beirut society. This engendered self-confidence and it seemed that it had very good psychosocial effect on women participants⁵¹.

⁵⁰ *The four Cooperatives evaluated: 1. Agricultural Development Cooperative in Sahel Al Roumoul L.L.C (established). 2. Rural Agricultural Development Cooperative in Majdala-Akkar L.L.C (established). 3. The Cooperative of Potato Growers in Akkar L.L.C. (established). 4. The Halba Cooperative for Agricultural Development (under establishment).*

⁵¹ FGD with 7 women participants in the vocational training activity with Souk Al Tayeb.

At the economic empowerment level, the activity did not lead to advanced results, despite the fact that the design of the activity consisted of providing comprehensive intervention, including catering vocational training, marketing support & coaching, business plan development & business development coaching, all to be carried out by IRC and Souk Al Tayeb. While the capacity building on catering was constructive and appreciated by women participants, it was limited only to food varieties based on potatoes and leafy green vegetables in line with the parallel two value chain development aspects. Furthermore, the vocational capacity building encompassed modern and traditional varieties based on potatoes and leafy green vegetables. The marketing approach adopted facilitated these women, based on their vocational training on potatoes and leafy green vegetable varieties, in participating in the weekly Souk Al Tayeb market in Beirut to sell their produce. While the local traditional varieties based on potatoes and leafy green vegetables are limited, the local partner Souk Al Tayeb in Beirut requested that women participants try to sell modern varieties based on the potatoes and leafy green vegetables that they had learned. This resulted in a context in which traditional women coming from rural areas were trying to sell western plates of food varieties, sometimes without being able to correctly pronounce their names. This was in the Souk Al Tayeb market which is frequented by a wealthy public who tend to search for traditional and authentic food varieties in a nostalgic penchant to the past. This paradox resulted in poor sales.

With regards to post-business development support and coaching, two among the 27 women were reported to have benefited after the training to a large extent from this business development support and coaching and to have created their own business, with one showing significant success. As for the other women participants, two were employed in different professions, and 23 are without any economic activity or employment.

F2.2- Tripartism and social dialogue

The project has intensively involved the CCIAT as employer organisation in the project to implement several activities. In terms of trade unions, the project invited the Union of FENASOL and Union of Palestinian Workers to participate in different training sessions and workshops and other project activities. This union was part of the participatory approach and benefited from different capacity building activities and knowledge transfers. No specific or advanced a posteriori cooperation took place afterwards. Furthermore, it is noted that although it is positive that the project has built ties with the Union of FENASOL as a trade union by inviting them to participate and benefit from different project activities, it would have been more important for the project to involve the National Federation of Trade Unions, as this is the highest and most powerful trade union umbrella, and could have paved the way for future ILO action to enhance the rights of farmers and agricultural workers.

In fact, workers in agriculture in Lebanon are in a very vulnerable situation. On one hand the labour law does not give them the same rights as workers in other sectors of activity. They do not have the right to social security and do not profit from a number of social protection services. On the other hand, agricultural workers are marginalized by various trade unions in Lebanon. Their capacity to access their rights and to cope with risk is very low. This means that this is an important area which definitely requires ILO intervention.

G-Impact and long term effects produced by the project

The Project activity was beneficial for teams working on employment activities in a number of NGOs, and helped them to improve and systematize their daily operations, as well as facilitating them in supporting the employment to a certain extent. However, only limited evidence has been presented so far on the impact caused by the project in terms of creating job opportunities among Lebanese host communities.

When it ended, **the project had not yet led to improvements** in terms of livelihood and income generation for farmers involved in value chain development **in the potato sub-sector**.

The project led to improvements in terms of livelihood and income generation for farmers involved in value chain development in the **leafy green vegetables sub-sector**. This was particularly due to the fact that production was destined for local markets, and hence all appropriate conditions were ensured in terms of value chain development.

The project implemented the Value Chain Development in Agriculture model to a large extent. The project succeeded in putting in place the elements of the model within a short timeframe. It succeeded in creating the conditions and factors of the model, including the capacity, services, coordination mechanisms, standards, information and integration of the core function to trigger local economic development through the value chain in agriculture.

The project raised the importance of Value Chain in agriculture with different stakeholders. Although the project was not the first to use value chain development, it has certainly triggered wide attention and opened the eyes of a number of international and local NGOs in Lebanon on the importance of the value chain. As a result of the project, the value chain became a kind of fashion or “à la mode” so that it tended to be included as a dimension in a number of new projects by development agencies⁵².

The project positioned ILO well within UN mechanisms of support for the Syrian crisis in Lebanon. As a pilot experience, the project left a good impression throughout the UN family as well as national and local stakeholders. It triggered UN agencies to partner with ILO in the implementation of new projects, as in the case of UNDP and KFW in the project ‘Creating decent work opportunities for Syrian refugees and host communities through infrastructure improvement in Lebanon’ (with a budget amounting to 20 million USD)⁵³, or in the case of FAO, which will partner with ILO for the implementation of the project ‘Improved access to employment opportunities for Lebanese host communities and Syrian refugees in Lebanon’, aiming to upgrade the technical agricultural education system in Lebanon with the purpose of improving access to employment opportunities and livelihoods in rural areas (this is a one year project with a budget amount of 516,000 USD)⁵⁴. In another example, UNICEF partners with ILO for the implementation of a project ‘Towards improved formal and non-formal Technical and Vocational and

⁵² According to an interview with UNDP, there are now almost 15 new projects by different development agencies ongoing in Lebanon incorporating a value chain component, as triggered by the ILO project.

⁵³ UNDP, ILO, KFW Project proposal ‘Creating decent work opportunities for Syrian refugees and host communities through infrastructure improvement in Lebanon’

⁵⁴ Project document FAO-ILO ‘Improved access to employment opportunities for Lebanese host communities and Syrian refugees in Lebanon’

Training (TVET) in Lebanon' (a ten-month project with a budget amount of 700,000 USD)⁵⁵. Finally a joint project was signed with the Italian Agency for Development Cooperation: 'Improved and market-based provision of vocational training for Lebanese and refugees' (a project of one year with a budget amount of 500,000 Euro)⁵⁶.

The project triggered a culture of discipline in agricultural practices: Farmers in Akkar generally do not follow the agricultural calendar when planting, but do so impulsively and on an individual basis. Many of them are not following scientific norms in terms of irrigation systems, pesticides and fertilizers etc. In order to export to the EU market, farmers, cooperatives and exporters will have to meet the conditions of a quality, safe, traceable and sustainable agro-food supply chain. In other words, this would require a complete conversion from the existing conventional system to another more viable modern system⁵⁷. Through the value chain development, the project required the adoption of new standards and approaches in agriculture in line with the European Code for Export Compliance⁵⁸ and Global Gap certification requirements, and provided coaching and training in same. This new culture of quality assurance had a positive effect among farmers who participated in the pilot phase⁵⁹. It has been reported to the evaluation that even some local Lebanese processors started to require GloablGAP certification from local farmers for crops that will be used for the domestic market in agroindustry.

The project enhanced local social cohesion: The project is valued by multiple local stakeholders for making possible a new participative space, where farmers, local communities, the public sector and local NGOs were provided with the opportunity to enhance their ties, to coordinate among themselves and to make choices. For example, cooperatives participating in the project were not in the habit of coordinating or to communicating among themselves, before the project⁶⁰. The development of the value chain originally brought these cooperatives from different confessions together to achieve planting new varieties with success, meeting the requirements and conditions for export to EU, and achieving export as the success of the success of the value chain and exports is based on all of them. Building bridges among local communities, bringing them together, might be sometimes more important than economic benefits.

Impact in terms of human factor development: The project directly benefited 653 beneficiaries (183 female and 462 male)⁶¹ in terms of capacity building and knowledge transfer, encompassing:

- A- Employment Programme Officers, trainers who were beneficiaries of training on Employment Services, IPEP, MoA curricula and MoA on DW: 160 beneficiaries under objective one.

⁵⁵ The total cost of the joint programme is 692,572 USD; UNICEF's contribution is 477,868 USD and ILO's contribution is 214,704 USD, pending the signature of the agreement between the latter and the Italian Agency for Development Cooperation. UNICEF and ILO are working on increasing this to 2.5 million USD (with effect of June 2017) and a duration of 2.5 years.

⁵⁶ ILO Concept Note – Improved and market-based provision of vocational training for Lebanese and refugees.

⁵⁷ IMC-CCPB Group - Global Gap Proposal of Implementation and Certification Proposal

⁵⁸ European Institute for Export Compliance – European Code for Export Compliance – EU-CEC

⁵⁹ All farmers interviewed in the FGD reflected their interest in continuing in another phase of value chain development despite no exportation taking place and no concretization in terms of livelihood. A statement by one of them symbolizes this: "We would like to reach new horizons".

⁶⁰ Meeting of the evaluator with three heads of cooperatives- Akkar

⁶¹ ILO Project: Enabling job resilience and protecting decent work conditions in rural communities affected by the Syrian refugees crisis in northern Lebanon– Summary of activities and outputs – February 2017

- B- Local NGOs and MoA officers, cooperative members, farmers who were beneficiaries of different training and coaching activities tackling value chain development, women's empowerment, WFCL, under objectives two and three (493 beneficiaries).

Impact on Syrian refugees: In terms of Syrian refugees, the project design and focus targeted the local Lebanese host communities in particular with the aim of enhancing their resilience in relation to the burdens associated with the influx of refugees. The project document reflected the fact that the refugees are having a seriously deleterious impact on the labour market in Northern Lebanon where wages have dropped below minimum wage levels, labour conditions have deteriorated and child labour and occupational hazards have increased.⁶² In this respect, the project document aimed in particular at improving the employability of the young and unemployed Lebanese population and on building the capacity of selected enterprises in the area covered by the project. However, in its first axis the project document also included improving the regulation of Syrian workers on the Lebanese market by introducing job placement mechanisms and promoting measures to avoid unacceptable working conditions for Syrian workers.⁶³ The first axis also included promoting joint ventures between local Lebanese entrepreneurs and Syrian refugees who have entrepreneurial and technological experience⁶⁴. Finally, the aim was also for Syrian workers and refugees to benefit indirectly from the action of the project and from the economic dynamism generated through value chain development in agriculture in particular, bearing in mind that most agricultural farm workers are Syrians.

The support provided by the project in terms of implementing capacity building and standardization of the employment services provided by local NGOs in line with ILO international standards has improved the performance of the services for both Lebanese and Syrian refugee jobs seekers registered with these local NGOs. With regard to Syrian refugees who have benefited directly from vocational training activities provided by the project, few of them benefited from this training: 2 young Syrians were among 32 students (6.25%) who benefited from vocational training on general agriculture practices organized under objective 1⁶⁵ while 7 Syrian women were among the 25 women (28%) who benefited from the vocational training activity on food catering, including 2 who were among the 13 women who participated in the Souk al Tayeb market⁶⁶. 652 people (183 female and 462 male)⁶⁷ benefited directly from the project; a total of 9 Syrian refugees benefited directly from the project capacity building activities. This means that only 1.4% of Syrian refugees benefited from the project capacity building activities.

The project also added value in relation to Palestinian refugees with UNRWA employment services staff benefiting to a large extent from the capacity building activities provided by the project under axis I and this has led to improving their operation. Furthermore, the Palestinian Trade Union was one of the two trade unions that benefited from the project training activities.

⁶² Project document Enabling Job Resilience and protecting Decent Work Conditions in Rural communities affected by Syrian Refugees crisis in Northern Lebanon – page 3

⁶³ Project document Enabling Job Resilience and protecting Decent Work Conditions in Rural communities affected by Syrian Refugees crisis in Northern Lebanon – page 3

⁶⁴ idem

⁶⁵ Summary of project activities and outputs-February 2017

⁶⁶ idem

⁶⁷ idem

H-Efficiency

H1- Project budget and funding

A preliminary budget of 987,800 USD was allocated to the project on 'Enabling job resilience and protecting decent work conditions in rural communities affected by Syrian refugee crisis in Northern Lebanon'. This budget was allocated from the Regular Budget Supplementary Account (RBSA)⁶⁸ of ILO and covered one year of the project (1 June 2014- 30 June 2015). Several extensions to the timeframe then took place, combined with additional budget allocations. The first one for 84,254 USD, again allocated from RBSA, to cover costs for the period from 29 May 2015 to 31 March 2016. This was supplemented by a contribution from the government of Italy for an amount of 437,158 USD for the period 19 August 2015 to 5 February 2016 extended until 31 December 2016. Finally, additional RBSA funds of 340,000 USD were allocated to cover an extension of the project for the period 28 April – 31 December 2016.

All these amounts make a total budget of 1,870,592 USD⁶⁹ allocated for the project, with ILO funding amounting to 76.6% (1,433,434 USD) of the total budget, and Italian government funding of 23,4% (437,158 USD). ILO Funding encompassed 1,412,054 USD from RBSA fund, 11,440 USD from ROAS M&E funds and 9,940 USD from RB ACI 5 slippage Dec 2015.

H2- Budget distribution

In terms of the distribution of expenditure from the total budget encompassing the basic budget in addition to extension budgets, 47,84% was allocated to staff costs (894,996 USD out of a total budget of 1,870,592 USD)⁷⁰ while 52,16% (975,596 USD) was allocated to different costs of activities. Bearing in mind that in typical development projects, staff costs account for between 30-35% of the total, in this project, staff cost was significantly higher than the average.

H3- Value for money and efficiency of resources used

The state of project expenses according to Immediate Objectives and Outputs⁷¹:

Immediate Objective	Expenses/IO	Outputs	Expenses/output
Immediate Objective I: Contribute to building the resilience of rural host communities by enhancing access to	USD 184,792	Output 1.1: Exiting employment service mechanisms for both Lebanese and refugees in North Lebanon improved and interlinked	US\$96,736.69

⁶⁸ The Regular Budget Supplementary Account (RBSA) is a key funding modality of ILO to advance the Decent Work Agenda. It is reserved for support for programmes in countries eligible for Official Development Assistance (ODA) and is a pivotal element of the ILO's integrated resource framework.

⁶⁹ Budget / Expenditure details as of 31 March 2017 – Adjusted version- provided to the evaluation on 12.07.2017

⁷⁰ Budget / Expenditure details as of 31 March 2017 – Adjusted version- provided to the evaluation on 12.07.2017

⁷¹ **Project team provided a state of project expenses on 23 March 2017. Amounts were modified by the project team during the second phase of this evaluation exercise.**

employment opportunities and livelihoods		and provide career counselling service building upon existing labour opportunity mappings	
		Output 1.2: Implementing partners of Cash for Work (CfW) programmes supported through targeted technical assistance to ensure high standards and effectiveness	USD 27,287.27
		Output 1.3: Local vocational training providers in rural areas supported to provide the adapted skills development programmes needed in the selected agricultural value chain.	USD 70,784
Immediate Objective II: Sustainable LED is promoted in at least one rural area in the North Lebanon targeting specific productive sectors.	USD 599,319	Output 2.1: Mapping of capacities of potential LED stakeholders and local organisations within the selected value chain and target area undertaken and capacity development needs identified.	USD 21,040
		Output 2.2: Value chain analyses in agro-pastoral sector in targeted Casa, with a specific focus on host communities implemented.	USD 164,376.8
		Output 2.3: Local economic development interventions in host communities designed and at least some demonstrative interventions implemented.	USD 433,832.6
Immediate Objective III: ILO constituents' (local organisations, employers and trade unions) capacities increased/enhanced to identify and benefit from socio-economic interventions as part of the LED process.	USD 65,966	Output 3.1: Networks and alliances with local entrepreneurs and local financial institutions within the selected value chain are explored and (when possible) enhanced.	USD 5,913.44
		Output 3.2: Local organisations as well as employers and trade unions have better capacities to identify socio-economic interventions as part of Local Economic Development	USD 18,437.55
		Output 3.3: Enterprises and cooperatives within the selected value chain improved business management skills through targeted provision of business development services responding to their needs.	USD 46,892.98

Total:	USD 885,301.33
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Source: project on Enabling job resilience and protecting decent work conditions in rural communities affected by Syrian refugee crisis

The distribution of expenses according to the Immediate Objectives shows that most expenses were under Immediate Objective II consisting of sustainable LED being promoted in at least one rural area in the North Lebanon targeting specific productive sectors, incorporating the development and implementation of the module on value chain development in agriculture. It is noted that under the best performance of the project was achieved under this Immediate Objective. 20.9% of expenses were under Immediate Objective I (Contribute to building the resilience of rural host communities by enhancing access to employment opportunities and livelihoods), and 7.4% under Immediate Objective III which is complementary to Immediate Objective II of the project.

Output 2.3 relates particularly to value chain implementation and triggered the largest proportion of expenses (49% of the total expenses). This was followed by output 2.2, which consisting of implementing the value chain analysis (18.6% of total expenses). Next were output 1.1 targeting employment service improvement, with 10.9%, and output 1.3 related to vocational training providers (8%).

The least cheap output in terms of expenses was output 3.1, consisting of building networks among actors (0.7% with 5,913.44 USD spent).

Despite these figures, calculating efficiency in relation to financial resources is difficult with regards to this project, since the benefits are mostly non-monetary.

H4- Efficient use of human resources and timely delivery

The project team encompassed only three staff: an international CTA, a project coordinator and an administrative and financial member of staff, supported by a driver. Compared to its agenda and ambition, the project was limited in terms of human resources. ILO could be considered as a relatively small player within the mechanism of response to the Syrian crisis as well as in the geographic zone of Northern Lebanon, when it is compared to other UN agencies and other NGOs and multi-lateral and bilateral agencies which have much more human resources and capacity in the field. Despite this, these actors acknowledged that ILO inputs and outputs were considerable in terms of the technical assistance offered and the contribution to local community development.

All respondents believed that ILO technical assistance and support was of high quality. Project staff showed high levels of dynamism and were found to have adequate knowledge and expertise; the standard of ILO communication was rated as good during the project. Furthermore, the local and international expertise contracted by the project for the purpose of technical capacity building and coaching was also found to be good. Some NGO partners directly working with ILO admitted that ILO's expectations of them were high, but they saw that as positive and inciting them to provide their best.

The task distribution was maximal and time management was optimal given the available capacity and project agenda. The task distribution was found to be effective for Components II and III of the project. However, this evaluation finds that Component I should have included an additional dedicated specialist to increase the effectiveness of that component. Of course, this would have required additional funds to have been made available.

Two time management constraints should be noted which caused some delays in terms of implementation:

1- The volatile security situation: the security situation in Tripoli and the North had a significant negative impact on project implementation during certain steps. For example, in October 2014, violent clashes between the Lebanese army and radical Islamist militants left 42 people, dead. As a result, for three weeks the national project coordinator was not capable to gain access to the project office in Tripoli. In January 2015 a suicide bomb attack took place in the same city. There were also raids in Tripoli's neighborhoods or roadblocks in Akkar which caused meetings with partners to be cancelled and planned workshops and training sessions to be delayed.

2- Delays due to slow responses by partners: As an example of this, the delay by the Dutch donor/supplier in providing the seeds required for demo plots of potatoes significantly delayed the process and caused producers to miss the appropriate time to export to EU market. Also, the value chain analysis was originally planned to be finalized in mid-February 2015, but had to be delayed until mid-March due to capacity constraints on the ITCILO's side. There were also significant delays by other partners, such as North LEDA and Rene Moawad Foundation (in particular with regards to the cooperative assessment, which was delayed by about 4 months, thus leaving less time for implementation of capacity building.

I-Effectiveness of management arrangements

I1-Project management structure, coordination and implementation mechanisms

Steering Committee: No project steering committee was created including ILO and national line ministries and tripartite bodies who are the main counterparts (such as Ministry of Agriculture, Ministry of Labour, employer and labour unions), also including donors, in order to supervise the implementation of the project. According to different stakeholders and ILO, there was no need for such a committee. This is particularly due to the fact the project was originally designed to be implemented on the basis of a one year term, and then expanded on a short term basis. Coordination among line parties took place on a direct basis between different national managers and line ILO Programme Officers. However, this evaluation suggests that it would have been better to have had a steering committee for the entire project to enhance national ownership, improve sustainability and upscaling of the project best practices at the national level and their integration within national policies. This is also to meet the tripartite principle.

In terms of coordination mechanisms with the donor, there was coordination between the ILO project and the Italian Cooperation or the Netherland Embassy in a direct manner on a regular basis.

Project axes sub-committees: A project steering committee was created to monitor output implementation under objective II (sustainable LED is promoted in at least one rural area in the North Lebanon) and objective III (capacity building and business expansion strategies for entrepreneurs developed); both are related to the development of the value chain. The value chain development steering committee encompassed representatives from local NGOs involved in the implementation of different aspects of the value chain. The NGO participants in the committee were: Safadi Foundation, RMF, BIAT, North LEDA, and Mada. The committee met on a monthly basis and additionally on an ad hoc basis when required.

No steering committee was established to monitor implementation of the first axis/strategic objective I (output 1.1 and 1.2) (contribute to building the resilience of rural host communities by enhancing access to employment opportunities and livelihoods).

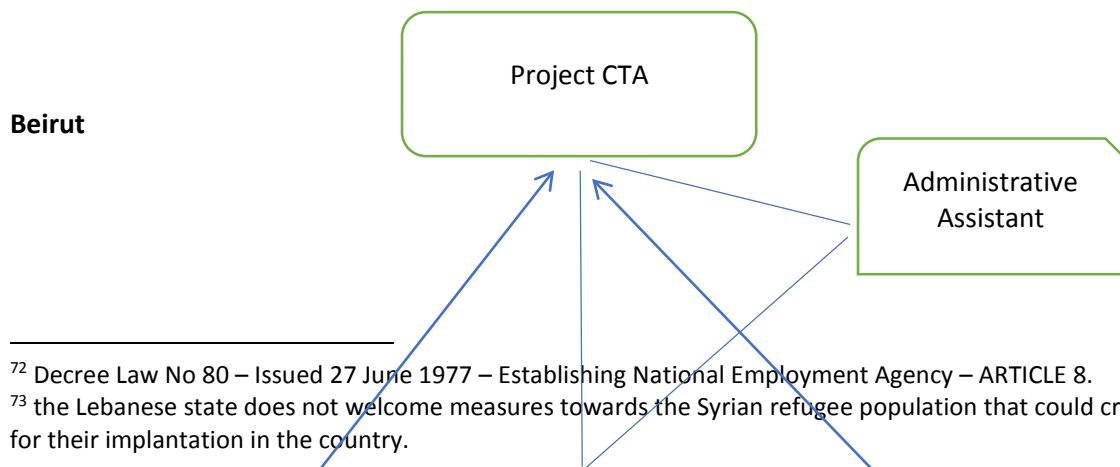
It is noted that there were major achievements within this project under components II and III related to the value chain, in which a steering committee existed to monitor and coordinate implementation. Not as many achievements were registered under component I, in which no steering committee was established. There are certainly multiple causal factors behind these different levels of achievement as analysed in different parts of this report; however, it is likely that one factor relevant to the lesser achievements under component I is the absence of a coordinative steering committee encompassing different line stakeholders, including NEO and local NGO job-matching service providers. This is particularly pertinent bearing in mind that one of the outputs under this immediate objective was to improve and increase interlinkages between existing employment service mechanisms for both Lebanese and refugees in North Lebanon. While the interlinkages were largely not achieved due to legal considerations and the non-recognition of private and civil society employment services under Lebanese law⁷², and due to political considerations regarding the objection of the Lebanese state to the Cash for Work (CfW) programmes⁷³, the establishment of a joint steering committee would have been a step towards creating and formalising such interlinkages.

Project team

The project team consisted of:

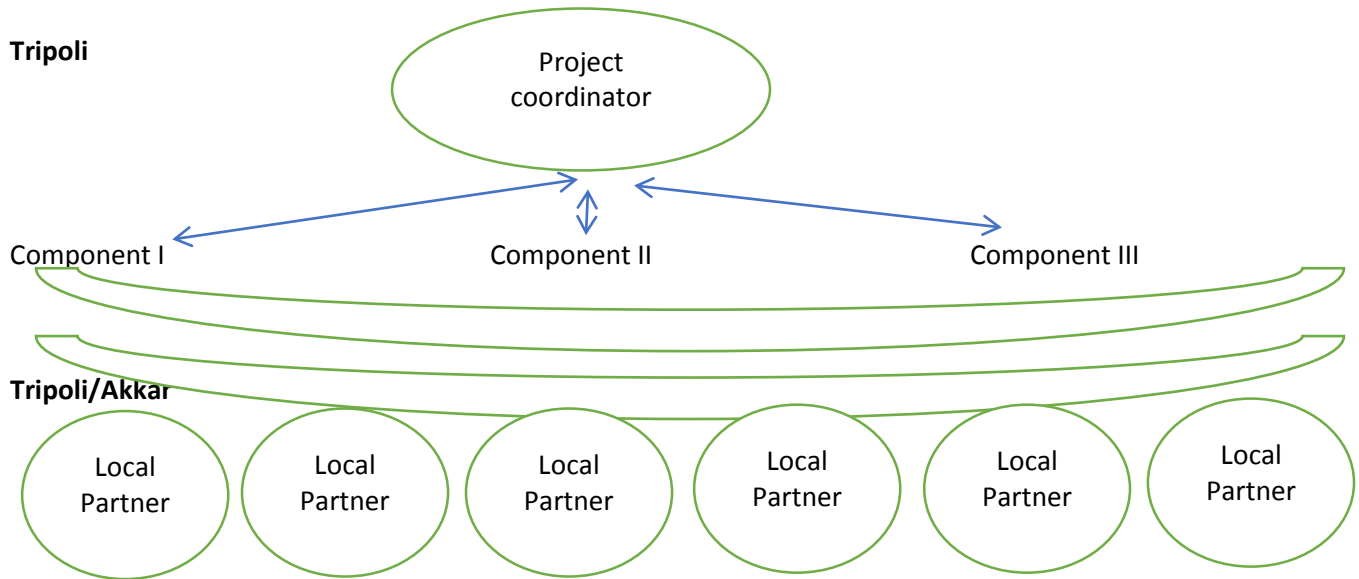
- a- International CTA that joined the project in July 2014
- b- A national project coordinator (joined the project in June 2014)
- c- An administrative assistant (joined the project in October 2014)

The project CTA was based in ILO Beirut as she was also responsible for coordination of the ILO’s Syrian refugee crisis response in Lebanon and was the focal point of the regional office on fragility issues at regional level) but operated from Beirut in the Akkar region. The administrative assistant was also based in the ILO office in Beirut. The national coordinator was based in Tripoli, and was in charge of the daily field implementation of various project activities under the three strategic objectives, and also carried out the necessary coordination with different project partners and local stakeholders.



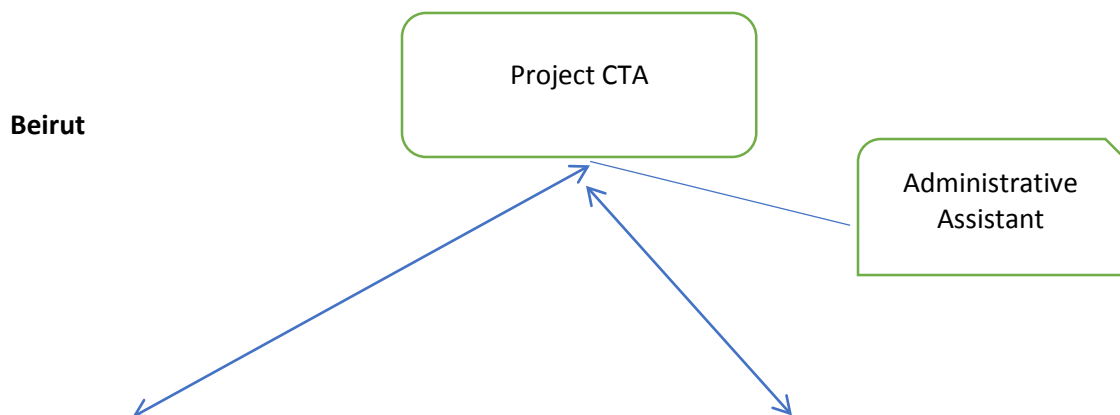
⁷² Decree Law No 80 – Issued 27 June 1977 – Establishing National Employment Agency – ARTICLE 8.

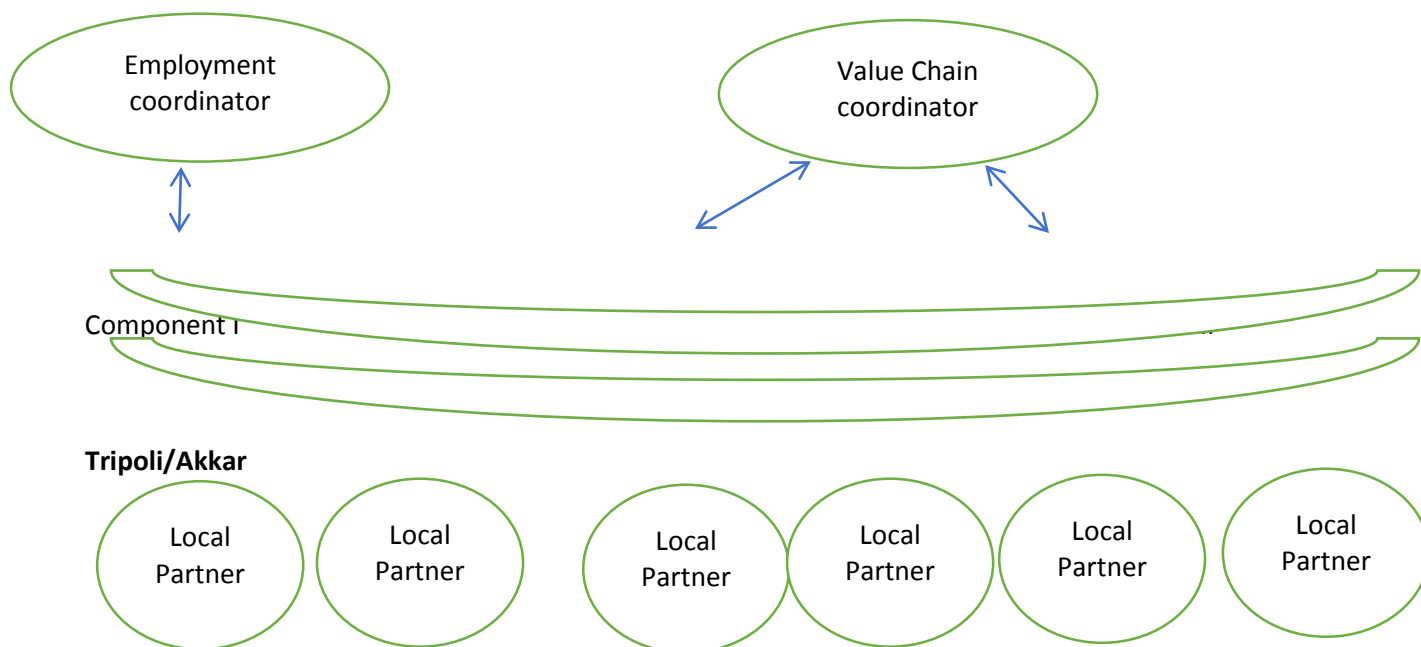
⁷³ the Lebanese state does not welcome measures towards the Syrian refugee population that could create better conditions for their implantation in the country.



While the project is very horizontal with a number of different components, the team composition and numbers are certainly not sufficient, given the number of different components and outputs and the time investment required to bring about success stories and the required level of effectiveness. The limitation of the number of project staff led to the team, although highly dynamic, investing most of their time in implementing outputs and activities related to the value chain development under immediate objectives II and III, and had less time available for activities under objective I particularly during the second and third year of implementation of the project. It should be borne in mind that activities related to objective I required particular work at the central level. Specifically, this would involve bringing about progress in having Convention 181 validated by Lebanon, having the NEO and MoL recognize the existing job-matching services (both private and civil society), and building certain interlinkages between NEO and private job-matching services to create complementarity in these roles.

Therefore an ideal project team for the project **would have been** an international CTA and an administrative assistant, combined with two coordinators: a Value Chain coordinator and an Employment coordinator as follows:





Coordination between project team with other ILO departments

Coordination with ILO Geneva

The project has been designed by ILO department DEVINVEST in Geneva. A team from this department made an appraisal on a country visit, during which it met with a number of national and local stakeholders leading to the design of the project document.

During project implementation, the project team coordinated with this department regarding technical aspects of the implementation. Specialists from this department participated in the preparation and implementation of one of the project workshops. As part of the ITC Academy for Rural Development that took place in October 2015, specialists from ILO Geneva met with the project team and project VCD steering committee members.

Coordination with ILO department within ILO ROAS

The project team coordinated with and involved specialists and staff from other ILO thematic areas in implementation of line activities. This was the case with the Child Labour Specialist and Gender Equality Specialist. For example, the Child Labour Specialist was invited to and involved with the implementation of activities related to combatting child labour and the worst forms of child labour. She participated with the project team in implementing activities, including workshops, in the North. The Gender Equality Specialist was consulted when necessary during the inception phase and with regards to conceptualizing tailored interventions.

However, other cases have been reported in which the project team did not coordinate extensively with other line ILO specialists. This was the case with the Senior Workers’ Specialist and the Senior Employers’ Specialist. Such involvement would have been important, not only as symbolic of the culture and concept of tripartism, which is

the core of philosophy of ILO, but also because it would profited the project team and the project by facilitating networking with employers and trade unions, and giving access to advice on optimally building partnerships with employers and workers groups based on the know-how of specialists in this area. This also applies to the Senior Employment Specialist who involved only at the design phase but not during implementation.

I2-Participatory approach, partnership enhancing and network building

The project adopted an approach of building partnerships and synergies with a large number of international and local stakeholders involved in interventions and actions in North Lebanon. Each synergy was based on the comparative advantage and specialization of the local partner. The list of stakeholders with whom the project built synergies includes:

Local organizations: RMF, Safadi Foundation, AND, MADA, Souq Al Tayeb, BIAT

Employers' organization: CCIAT

Public sector: MoA, MoL, LARI, NEO, Abdeh School

Local development agency: North LEDA

UN organizations: UNDP, UNICEF, FAO, UNHCR, UNRWA

International NGOs: DRC, IRC, AVSI, IECD, World Vision and others

Private sector: ECE and KDC (private research entities), IMC (GLOBALGAP certification body)

Donors: Cooperazione Italiana all Sviluppo (Italian Development Cooperation), Embassy of the Netherlands.

Trade Union: FENASOL , Union of Palestinian Workers

The bilateral partnerships created by the project with the entities above could be classified into:

Bilateral partnerships between the project/ILO and each of the stakeholders mentioned above for the implementation of several project activities, such as those with Safadi Foundation, North LEDA, RMF.

- 1- Bilateral partnerships for the implementation of a specific and unique activity, such as with IMC for the implementation of Global Gap Certification, or with Souq Al Tayeb for implementing training on food catering.

Service contracts were signed with partners implementing project activities. When the cost of implementation exceeded 30,000 USD, Implementation Agreements were signed with NGOs. Three such Implementation Agreements were signed with partners mentioned above, specifically Safadi Foundation, North LEDA and RMF, whereas for donors such as the Italian Development Cooperation, it was concretized by a Project Document and Agreement between the Donor and ILO.

In terms of networking, in addition to bilateral cooperation, the project established links and intra-cooperation among local stakeholders. In this regards, project networking and network building included:

- A Steering Committee was established to oversee the implementation of the Value Chain Development priority interventions (involving five organizations: MADA, RMF, AND, North LEDA, and the Safadi Foundation with six male members)
- Linking GLOBALGAP certified bodies with farmers through the collaboration between Safadi Foundation and LARI
- Linking the Ministry of Agriculture with CCIAT, and bringing together North LEDA, AVSI and MoA to support VT in agriculture.
- As a result of the collaboration between North LEDA and MoA, the Ministry of Agriculture was linked to cooperatives in Akkar, whereby one cooperative benefited from one of the MoA's projects.
- Linking farmers/cooperatives with the directorate of cooperatives, and bringing together RMF, BIAT, and the directorate to support the capacity of cooperatives in dealing with management and legal issues.
- Linking local organizations to the Ministry of Labour and other key stakeholders (such as UNICEF, AND, and World Vision) on child labour issues.
- A linkage was created between LARI and Concern (INGO).
- Linking farmers with the domestic market; three linkages were established: one with a supply chain, and two with potato processors.
- Linkage between Safadi Foundation and Souk El Tayeb to work on a promotional booklet related to four varieties of leafy green vegetables.
- Connecting NGOs providing employment services with the National Employment Office (NEO) (although legal barriers would not allow this connection to be concretized further).

The project also linked local stakeholders with international markets and actors such as:

- Linking CCIAT with international markets through the logistical fruit forum. As a result, CCIAT increased their knowledge and contacts with companies involved in agricultural activities
- A linkage was created between a local exporter, Safadi Foundation, with a seed supplier and importer in the Netherlands.
- As a result of North LEDA's participation in an ILO symposium in Sri Lanka, North LEDA provided cooperatives in Sri Lanka with a list of traders in Lebanon for potential market trades.
- Linking of the company HZPC and its local agent to four cooperatives, Safadi Foundation, RMF and LARI
- Linking partners and interventions with the Embassy of the Kingdom of the Netherlands to Lebanon, and the Netherlands Enterprise Agency to support export opportunities

In terms of linking local stakeholders with donor or development agencies:

- Linkage between the Embassy of the Kingdom of the Netherlands and the Italian Agency for Development Cooperation with RMF and Safadi Foundation for a new project on the potato value chain (as part of the ILO exit strategy)

I3-Monitoring and Evaluation mechanisms

The project used a number of monitoring and evaluation tools. In addition to a Logframe encompassing different indicators for project outcomes and outputs (tackled in detail in chapter H2-Validity of the design), M&E tools used by the project include:

- 1- Progress reports were sent from the project team to ILO management in ROAS and Geneva, as well as donors, on an annual basis or in an ad-hoc manner as needed.

Progress reports by implementing partners: In this regards it is noted that there was no specific frequency or rule for the preparation of these progress reports by partners; rather these were completed on a case by case basis depending on the nature of the contract, its duration, steps and activities to be implemented. This variation automatically raises challenges in terms of monitoring progress. It is also noted that for implementation agreements, templates were used for reporting. For other contracts, no specific template was used and flexibility was given to each counterpart in terms of formatting. In this case guidance on the structure of reports was given either within the contract or through the process of report review. Sometimes the project team created templates for workshop reports and evaluations and shared them. Here it is worth mentioning that the project team used to share its progress reports only internally and with the donor. No progress reports were shared with any national stakeholder, such as MoA or MoL, which provides signs that there was limited national ownership of the project.

With regards to the quality of the progress reports, it should be noted that the project team did not use the structure of the log frame at output level in their progress reports. They were using different classifications of activities in the progress report. For example, under objective one we can see in the reports of October 2016 and February 2017 that activities were classified under Supporting youth integration in the agriculture sector or the subtitle of Support women with skills training relevant in selected value chain, which are not outputs in the log frame. Meanwhile, other outputs in the log frame, such as outputs 1.2 Implementing Partners of Cash for work, are not present as integrated outputs, but instead included under Training on Public Employment Programmes. Also, under objective II we can read a subtitle of "export support services to increase market opportunities for Akkar's farmers" which is also not an output in the log frame. There are other examples.

It should also be noted that some activities are repeatedly classified under different objectives; for example, in the progress report of February 2017, the activity of vocational training on catering provided to local women was mentioned under objective I under a sub-title/component "Support women with skills training relevant in selected value chain". It is also mentioned under objective II under the title "Support women in processing and marketing potatoes and leafy greens to address invisibility of women's labour in the value chains". The project team then mentioned in their feedback to the first draft of this evaluation that this activity should be classified under objective III.

This creates difficulties in terms of monitoring and evaluation for the project progress and begs the question as to the real benefit of the log frame, if it is not used in monitoring and in progress reports.

I4-Capacity of the project to deal with constraints and obstacles

A key factor in overcoming a number of constraints and obstacles was the approach adopted by the project in building partnerships and creating synergies with a large number of specialized local development entities in order to operate through them. These entities were highly knowledgeable of the geographical area and population, as well as local needs. For example, in order to map the potential opportunities for women's empowerment in two value chains for potatoes and leafy green vegetables, the project relied on the local NGO MADA, which works extensively in women's empowerment in Akkar. This allowed the project to overcome accessibility issues and barriers within the local community in a conservative geographical zone.

The project's approach of creating intra-synergies among local development actors also engendered a highly performing mechanism to overcome a wide number of constraints and obstacles, allowing the project to complete implementation in a short timeframe. For example, the project successfully encouraged farmers and cooperatives to adopt new planting modalities in line with European norms, achieving positive results in terms of value chain development for potatoes and leafy green vegetables. This amounted to the introduction of a whole new planting culture and discipline of collective work, which was different from the prior more individualistic and traditional modalities which had been the norm. This would certainly not have been possible in such short time without the synergy created by the project with the local organizations of Safadi, RMF, North LEDA and the public sector LARI, in addition to the success of the project in building team work and synergies among these different entities themselves to achieve their targets. In another example, the project built ties among the four participant cooperatives in the development of the value chain, where there previously had been no communication among them⁷⁴, creating momentum, collective effort and social cohesion among the participants.

The composition of the team provided the project with a capacity to provide solutions and effective approaches to overcoming obstacles, given a combination of international expertise and knowledge of good practices from other countries (the CTA), in addition to a local project coordinator who had great knowledge of the field, the local population and relevant stakeholders. This resulted in an international approach which was nonetheless well tailored to local communities and their specificities.

I5-Knowledge sharing

The project implemented many capacity building and training sessions under the different outputs. Through this training, there was extensive sharing of international and local knowledge, norms and best practices. To implement this training and capacity building, the project did not rely on the repetition of a few trainers or a specific pool of trainers, but rather relied on a wide variety of trainers and local and international experts, so as to provide broad-based, cutting edge knowledge.

The project invited all stakeholder partners to all training sessions. Even if the topic was not directly relevant to the local partner NGO, they were invited to participate and attend in order to improve their knowledge and build their capacity.

The project developed a wide number of guides, publications and materials from the perspective of knowledge sharing (see annex 5).

⁷⁴ Meeting of the evaluator with the heads of cooperatives – Safadi Foundation

J-Sustainability

J1-Extent of National and local ownership

The project was oriented particularly to the local level of northern Lebanon in terms of implementation. For the most part, project counterparts are located in the North. The project adopted an extensive participatory approach with local partners. They were highly involved in project implementation from the inception phase. During the latter, intensive dialogues took place to bring about different planning interventions. A local steering committee was created with the main local counterparts to monitor the implementation of the activities related to the value chain and local economic development components. Hence the level of local ownership was high and advanced. This was reflected by a high level of commitment on the part of local counterparts, as well as dynamism in terms of implementation.

In terms of national ownership, the project did not have a concrete implementation dimension at the central level. While some national counterparts – namely Ministry of Agriculture, Ministry of Labour, National Employment Office officials and specialist, Central Administration of Statistics, or the Head of the trade union FENASOL and Palestinian Workers Union – were invited to participate in different events and meetings, we cannot consider the partnership to have reached an advanced stage at the central level. No project steering committee existed at this central level.

Hence national ownership is not in evidence relative to local ownership.

While MoA officials and technicians from central and local departments throughout the country benefited from capacity building and some training provided by the project, nonetheless this evaluation finds that such a project required a dimension of implementation at central level at level of institutional development. This could have consisted of institutional development of the central Ministry of Agriculture generally, as well as the cooperatives and education departments within the ministries, or working on the legal status of employment services and advocating for the ratification of the 181 convention, or reviewing the structure of NEO or the whole system of employment services. However, in practicality that would not have been possible given the timeframe of the project and the available human and financial resources. Additionally, that may have further dispersed a project that is already wide in terms of the horizontal sectors to be covered.

J2-Institutionalization and standardization

The project did not include institutionalization in its original design. This is particularly due to the perception of the nature of the project at the design stage as being situated within a mechanism for responding to a crisis, focusing particularly on the short term and the local level. There was no component of the project connecting to project line ministry counterparts, namely the Ministry of Agriculture, the Ministry of Labour or the National Employment Office (NEO). No project component reviewed the structures of line ministry departments related to the project domains of activity, such as departments of cooperatives and education in the Ministry of Agriculture or NEO.

While output 1.1 of the project, consisting of 'Existing employment service mechanisms for both Lebanese and refugees in North Lebanon improved and interlinked', no institutionalization of the work of NEO and its local branch in the north effectively took place. Implementation consisted only of training and capacity building targeting semi-formal

employment service providers and local NEO employment officers and harmonization of practices. The project did not establish a mechanism between the various private and NGO employment service providers and the NEO, as the main public service provider of employment services. This is due to the fact that the former are simply not recognized by the NEO, as Lebanese legislation states that employment services are to be provided exclusively by the NEO.

In terms of standardization, significant work has been done at the level of the immediate objectives II and III related to the value chain development. In fact, the project concretized the approach of the value chain and M4P in agriculture as a mechanism to reduce poverty and trigger local economic development. While the ILO project is not the first project to tackle value chain development in agriculture⁷⁵, the approach that ILO used – based on mapping, wide consultation, value chain analysis, advanced partnership with local stakeholders, testing and coaching, intensive capacity building and the implementation of demo plots – ultimately shaped a module⁷⁶, complemented by the development of guidelines and standards for value chain development with regards to potatoes and leafy green vegetables⁷⁷. The project could be considered as having set a milestone⁷⁸ in this regard.

On another hand, through the implementation of this project there were demo plots and the introduction of new potato seeds in Lebanon (Vivaldi, Annabelle and Colomba) that had never been planted before. The new seeds were introduced to target export markets, particularly in the EU. Farmers and cooperatives as well as the directorate of agriculture and LARI were trained in planting approaches related to the new seeds, and LARI initiated Lebanese licensing procedures for two of these new varieties (Annabelle and Colomba).

Finally a significant level of standardization has been achieved through building the capacity of farmers and cooperatives, as well as other line local stakeholders including Ministry of Agriculture, the local directorate of agriculture, LARI, other local authorities such as governorate local development office and local NGOs on Global Gap standards. All were provided with coaching in how to meet these standards in their demo plots⁷⁹.

Furthermore another focus of capacity building in the project was on the European Code for Export Compliance⁸⁰, targeting farmers, cooperatives and other stakeholders. The capacity building on the European Code for Export Compliance⁸¹ and the coaching on the Global Gap certification are intended to encourage and facilitate farmers in Akkar adopting standards and norms which would allow them to export to European and international markets. The entire agricultural system in Akkar region would require a complete conversion from the existing system to a more viable modern type in order to meet the conditions of quality, safety, traceability and sustainability in the agro-food supply chain⁸². Project support to farmers and cooperatives in terms of Global Gap included development of a quality manual, ToT, Gap analysis, coaching on implementation as well as internal control. While certification has yet to be issued, the

⁷⁵ FAO, UNDP – Recovery and Rehabilitation of the dairy sector in Beqaa valley and Hermel Akkar Uplands- Final Programme Narrative Report – 01.09.2012 – 07-07.2015

⁷⁶ Meetings with FAO, UNDP, DRC, MoA, EU

⁷⁷ Hisham El Gazzar - Potatoes and Leafy Green Vegetables: Value Chain Analysis - Akkar, Lebanon- - ILO ROAS-2015

⁷⁸ UNDP Lebanon- Good and Innovative Practices in the Syria Regional Response – Chapter 4: Engaging with Business Markets.

⁷⁹ (IMC-CCPB Group - Global Gap Proposal of Implementation and Certification Proposal).

⁸⁰ European Institute for Export Compliance – European Code for Export Compliance – EU-CEC

⁸¹ European Code of Export Compliances (EU-CEC) aims to encourage the dissemination of best practices and principles in Export Compliance Management as defined in the EU-Export Compliance Framework (EU-ECF) with all EU and non-EU actors involved in import/export of goods and services.

⁸² (IMC-CCPB Group - Global Gap Proposal of Implementation and Certification Proposal).

steps were enacted and the culture is changing, paving the way for such certification. This should be achieved in a subsequent phase of the project.

J3-Leadership capacity building

While a number of local organizations (Rene Moawad Foundation, Safadi Foundation, MADA, North LEDA, AND) had their capacity built through the project, the main focus was on building the capacity of the technical staff. However, managers were invited to participate in different training sessions. In this regards it was reported about he participation of managers from MoA, while at the level of local organisations there was participation at management level of MADA. Most important was their participation in the training on value chain analysis and on prioritizing LED interventions.

While technical people of different local organisations had their capacity built on decent work in a rural economy through their participation in the ITC-ILO programme: Academy on Rural Development – towards decent work in rural economy (Oct 2015), the management of the public sector organisation LARI profited, in addition to technical people, from the training mentioned above, as did the trade union FENASOL.

In order to give exposure to best international practice from a leadership perspective, the project and ILO organized for North LEDA to participate in an ILO international symposium in Sri Lanka on cooperatives. It also organized for the Chamber of Commerce, Industry and Agriculture in Tripoli and North Lebanon (CCIAT) to participate in the Fruit Logistica conference in Berlin in February 2016, as a means to link local producers and exporters to market actors and importers in EU.

The project also targeted capacity building for the management of cooperatives on cooperative management principles, best practices and self-sustainability through a specific training programme.

Leadership capacity building under the component of vocational training activity also included management participation in different training sessions, in particular Training for Trainers on Adapted Curricula for Short Term Vocational Training on Potato and Leafy Green Vegetables. No capacity building or visits took place outside Lebanon in this regard.

J4-Capacity of national and local partners to maintain the benefits of the project

Under Components II and III related to local economic development via the value chain in agriculture, the project built synergies at the local level with different stakeholders, encompassing local development organizations and NGOs, as well as public sector institutions related to ministries of Agriculture and Labour. The project adopted an advanced participatory approach with these different entities. The project implemented different activities targeting each actor according to its own specialization, know-how, and technical and local networking comparative advantage. At the same time, the project also worked on building their capacity and the transfer of international best practices and knowledge, particularly under Components II and III related to the value chain development in agriculture as an axis of local economic development.

It is noted that some of these entities, such as RMF and Safadi Foundation, are already advanced in terms of their development activities, capacities and rural and socio-economic development know-how. Their centres and infrastructures are already developed and they are well rooted in Northern Lebanon. They have the capacity to maintain the benefits of some components of the project themselves. This is why the Embassy of the Netherlands

has signed a cooperation agreement with RMF to continue on the path of value chain development in potato and leafy green vegetables, as initiated by the ILO project.

However, the following challenges and constraints must be taken into consideration:

A challenge always remains in terms of funding and the reliance of these local entities on external donors to maintain the benefits of a large scale project. In fact, for example, it has been revealed through the value chain analysis of the details of the market system and input supply that seed is the most expensive item in the overall cost of potato production. Buying seeds from cheaper sources or switching to other kinds of potatoes with higher production yields could decrease the cost of production, enabling the farmer to increase profits and allowing exporters to compete in the international market (e.g. the Synergy potato produces 2-3 times more quantity than the Spunta potato, and matches EU preference/demand). While these seeds were donated this year by the Netherland cooperation, the challenge is how to guarantee the provision of such seeds in the future if the Netherland cooperation does not continue, bearing in mind that the market system implies that cooperatives should be well-managed and act as a normal business to secure seeds (and sales after production). In other words, they cannot keep relying on donations. This is why the project began, following on from that experience of collaboration with the Netherland Cooperation, and the promotion of Contract Farming. Through the latter, seeds would be provided to cooperatives and farmers by the local exporter, as would embedded extension services. In this way, the farmer gets the seeds without having to worry about financing their purchase, and the exporters get the variety and quality they require. It should be noted that there was a lot of resistance to contract farming by participating farmers and cooperatives at the start of the project when this model was suggested, but awareness work carried out by the project led to significantly less resistance. Unfortunately the end of the project meant that it was not possible to implement contract farming.

- 1- The limited capacity of a local organization to take the lead vis-à-vis other peer organizations and local NGOs and to bring them together in cooperation in the implementation of a project is another challenge. Hence, it is not expected that teamwork among local development entities and institutions will continue on the same scale when the project is handed over to a local NGO as other NGOs might not cooperate significantly under the leadership of an entity that they consider as a peer at the same level. Also, it must be taken into consideration that some of them are affiliated with local politicians.
- 2- Local public institutions such as the local directorate of Ministry of Agriculture or the LARI play an important role in a joint and common development action and can maintain the benefits of the project in some specific aspects. For example, LARI can continue the standardization work in introducing and licensing new potato varieties, and in training farmers on planting approaches which are in line with EU market requirements. However, these local public institutions cannot take the lead in continuing the entire project of value chain development. This is due to the limited capacity in terms of human and financial resources of local public institutions on one hand, but also because of the vacuum in the political context in Lebanon in terms of government formation. This is leading to a context in which public services and decisions on relevant services are blocked at all levels. This renders local civil society organizations and NGOs much more dynamic and capable than the public sector in addressing local development needs.

Based on the factors mentioned above, one would wonder if there is a local counterpart which has the wide capacities, credibility and leadership position to ensure proper coordination among the different local stakeholders, in order to maintain project activities. This counterpart may indeed be the CCIAT (Chamber of Commerce, Industry and Agriculture and Trade) of the North.

CCIAT may be in a position to play this role, because of its status as a powerful local institution positioned between the public and private sector. It has significant human and financial resources and the credibility to ensure coordination among different local stakeholders. Furthermore, its mandate is to cover the agricultural sector in addition to trade and industry, placing it at the nexus of local economic development success through value chain development in agriculture. It could ensure market access for crops, either internally within Lebanon with local agro-industries, or with external markets (and particularly the EU). Such connections are part of its existing mandate. In fact, the sustainability of external market research and liaison with EU importers is a challenge, as the EU delegation does not include such services among the responsibilities of the commercial section of the EU delegation. Such a challenge could be overcome by CCIAT due to its network and channels – as a chamber of commerce itself – with different chambers of commerce worldwide, thereby facilitating access of Akkar crops to other markets. Finally it is worth noting that CCIAT has two arms: in North LEDA, it has a local development agency which has been among the highest performing local stakeholders implementing the project; it also has the BIAT, which is a business incubator and BDS provider which could eventually play a role in the business incubation of agricultural projects.

As part of Component I, the project invested in building the employment services capacity of different local providers and the NEO. However, when it comes to sustainability, none of these local stakeholders is capable of ensuring the continuity of project activities. This is due to the fact that the provision of employment services by those other than NEO is not legal.⁸³ NGOs that are providing such services are providing them on a semi-formal basis. They are operating on a semi-formal basis. Hence, none of them can establish continuity after the project ends. Although the public body NEO is the sole legal entity licensed to provide such services and supervise the employment market, it has a budgeting and human resources shortage. NEO requires extensive institutional development within the framework of a review of the entire system of provision of employment services, in order to create complementarity of roles between NEO and private/civil society employment service providers.

K-Constraints and opportunities

K1-Constraints

Short time length of the project, renewals, and uncertainty

The project was designed as a short-term project of one year duration as an emergency project operating within the UN response to the Syrian crisis. However, the timeframe was not in harmony with its ambition. The objectives to be achieved and areas to be covered might have required up to three years to achieve results. Extensions took place but were also sequential and short in length (6-8 months). These were not well planned in advance. This created a serious constraint for the project team in terms of planning and scheduling, meaning that they always had to operate on a short term basis in a context of uncertainty, without knowing the length of time that would be available.

Security context in the North

The security context in the North also posed a constraint. There was a drastic deterioration of the security situation resulting in battles between the Lebanese Army and radical fractions lasting for six weeks and leading to high casualties. As a result the project froze its action as the north region was not accessible.

⁸³ Article 8 of Decree 80 of 1977 establishing the NEO

Dependency on Dutch suppliers for the provision of value chain inputs

The dependency on Dutch supplier HZPG at the level of potato value chain development, for the provision of the seeds to implement the potato value chain represented a constraint. The process of planting was based on the only seed categories available from the supplier (Vivaldi, Annabelle and Colomba), which were appropriate for the EU market but not the Lebanese market (seeds that fit both markets were unavailable from this supplier). This linked the value chain exclusively with the EU market but precluded the possibility of selling produce on the Lebanese market as an alternative. Additionally, there was a delay in the delivery of the seeds which caused a delay with the crops (until June), so that they missed the most opportune period for export to the EU (i.e April).

Limitation of project team versus its agenda

The structure of the project team is limited relative to the broad and ambitious agenda and project components. The latter would have required additional staff to work on the employment component, including a national specialist, in order to give it the necessary focus and to deal with its complexities and challenges.

Legal framework related to employment services

The existing legal framework for employment services in Lebanon posed serious constraints and hampered the team in reaching the objective of creating links among employment service providers. The public body NEO is formal but private and NGO employment service providers are not recognized by the state and are not considered to be legal.

Structural constraints in agriculture in the North

There are multiple such constraints, including:

- High production costs
- How pesticides and fertilizers are used locally
- Lack of crop rotations (in particular with potatoes)
- The weak role of cooperatives
- Unfamiliarity with EU minimum standards
- Lack of coordination among stakeholders
- Lack of appropriate machinery for cleaning potato crops of soil
- Price controls on seeds and fertilizers on the part of input suppliers (potatoes)
- Market price controls (potatoes)
- Difficulty of introducing new seed varieties
- Lack of timely access to seeds (leafy green vegetables)

The lack of accurate data about agriculture in Akkar

In Akkar, there is a lack of accurate data and no official statistics concerning the types of crops cultivated, numbers of workers, cultivated areas, or agriculture revenues. This created a constraint during the implementation of the value chain analysis and required additional research and collection of inputs to better understand market needs.

K2-Opportunities

The strength of civil society and local non-governmental organizations: In Lebanon, there is an important and highly developed civil society, with multiple associations and local NGOs with deep know-how on different development issues. Lebanese civil society has grown and been strengthened during the years of civil war as a mechanism to cover the governance deficit which existed, and the absence of a wide range of services and infrastructure in social domains. This tendency continued after the war, despite improvements in the government presence and in public services. The project built broad networks and partnerships with various local civil society organizations. Many of them perform much better than local government institutions in terms of work delivery, particularly in less developed areas of Lebanon.

Existence of advanced local Lebanese expertise: Instead of relying on international experts there are important opportunities for any development project to save time and financial resources by utilizing local Lebanese expertise in a number of areas related to agriculture, employment policies, capacity building, and development. The project harnessed this opportunity to a large extent. ILO relied on Lebanese expertise in many steps in the project's implementation, either on the part of different local partners and NGOs, by contracting expertise through the latter, or by contracting them directly. The abundance and availability of a high technical level of local expertise was a key factor leading to the effectiveness of different project activities, encompassing a number of studies, curriculum developments and assessments. On some occasions this local expertise required coaching or capacity building, and on other occasions did not. For example, while the project team predicted the need for ToT for agricultural engineers belonging to local NGOs and the public sector, the Dutch project partner HZPG determined that these engineers were highly qualified and did not need training.

Improvement of political context in Lebanon: An improvement in the political context had serious positive consequences for the work of the public sector and public services. This followed the election of president Aoun and the creation of a new cabinet to cover the political vacuum, removing the overwhelming context of uncertainty which had existed throughout the previous almost three years.

Extension of the EU derogation decision regarding potatoes originating from regions of Akkar in Lebanon: An EU commission decision⁸⁴ was issued in 2013 authorizing EU member states to import potatoes (50,000 tonnes) originating from Akkar and Bekaaa for three years within a framework of EU support to Lebanon and Lebanese farmers. This derogation was extended in November 2015 for another period of three years⁸⁵ following a request by the Lebanese Ministry of Agriculture and Chamber of CCIAT⁸⁶ triggered and coached by the project. This derogation extension, and an achievement of the project, represents an opportunity for farmers and cooperatives planting potatoes in Akkar to export to EU markets and bring about LED through the value chain development.

Good effect and image engendered by the implementation of the project: The project, and particularly the value chain development component, has created a good impression among different Lebanese stakeholders at the central and local levels in the North. It also created a good impression among UN organizations and different

⁸⁴ Commission Decision 2013/413/EU on 1st of August 2013 authorizing Member States to provide derogations from certain provisions of Council Directive 2000/29/EC in respect to potatoes originating from the regions of Akkar and Bekaa in Lebanon.

⁸⁵ European Commission- Letter of Head Unit of Health and Food Security to Lebanese Minister of Agriculture – Brussels – 06.11.2015.

⁸⁶ CCIAT-Letter Chairman to Minister of Agriculture – Tripoli 28/07/2015.

international NGOs and donors. It positioned ILO well within the UN/National mechanism of support to the Syrian refugee crisis in Lebanon. Hence, it will be important for ILO to harness this momentum and these good impressions as a means to expand into other projects and partnerships.

L-Conclusions

The project 'Enhancing Job Resilience and Protecting Decent Work Conditions in Rural Communities Affected by the Syrian Refugee Crisis in Northern Lebanon' was a multidimensional project in which the ILO implemented several approaches to position itself within the UN mechanism of response to the Syrian crisis and support for Lebanon, in order to deal with the large burden which refugees were placing on local communities and the Lebanese State. Although the approaches are complementary, each of them – particularly upscaling value chains in agriculture as one approach to local economic development and the approach of promoting jobs and employability, particularly among young people and targeting the skills demanded by the market, would be sufficient for an entire project or even entire programme on their own and each entails several components and up-stream and downstream dimensions. In this respect it is important to note that the ILO is a development organization with a development agenda which is not well adapted to an emergency or humanitarian context. It was apparent throughout the project initial design that ILO specialists were not really at ease with the humanitarian and emergency context and the consequent requirements. They wished to test different ILO approaches adopted previously in post war and transitional phases, such as the PRODERE model adopted in post-civil war Latin America, in the humanitarian context of Lebanon. The purpose behind this was to measure their performance within a context of uncertainty, to test the extent to which each approach achieves its objectives and to glean lessons learned from this process.

In other words, ILO through the design and implementation of the project "Enhancing Job Resilience and Protecting Decent Work Conditions in Rural Communities Affected by Syrian Refugee Crisis in Northern Lebanon" was in search of "discourse on method" in humanitarian context.

However, a design phase is crucial for the development of such a discourse on method. The design was completed quickly for this project. No logframe was included in the initial design and the process did not include a participatory appraisal step by which the project document is shared with national counterparts to ensure that the different interventions and activities suggested are well tailored to the specificities of the country and take into consideration the complexities of the system. This was due to the fact that some of the interventions suggested for implementation under the first axis (promoting jobs and employability) did not take account of the barriers and complexities existing within the employment system including major legal and political barriers. These barriers include non-ratification by Lebanon of the convention 181 regarding private employment services, the informal status and low profile feature of employment services provided by NGOs, and the lack of welcome by the Lebanese government for Cash for Work programmes. Finally, the initial design of a project with such a wide horizontal agenda was combined with an available preliminary budget that could ensure a horizon of implementation of one year which is also itself another constraint on implementation. In fact, the immediate objectives as well as included designed outputs require much more time, estimated at three years for some, such as the value chain development, to produce effects. Although several extensions were granted, the lack of a clear horizon and rational duration from the start tailored to project expectations and the nature of activities created challenges and constraints for the team that would be in charge of such a project. The team would always have to consider its action on a short terms basis during implementation and would be restricted in its capacity to plan different interventions, particularly of a mid-term nature on solid basis.

Nonetheless, despite its small size, the project team showed dynamism, performance at several levels of implementation. Its action, as explained in different feedbacks gathered during the country visit of this evaluation

was valued by multiple local counterparts, as well as by the other UN agencies and Lebanese government entities which were involved. The implementation of the project led to positioning the ILO very well within the UN mechanism of support to Lebanon.

The action provided by the project under the first axis of promoting jobs and employability, consisting of capacity building on ILO international norms and standards for employment services, was beneficial for teams working on employment activities in a number of NGOs and helped them to improve and systematize their daily operations with better impact on employment. However, a better approach taking into consideration the constraints mentioned above would consist of implementing this axis through the specific programme with upstream dimension consisting of working closely with the Ministry of Labour and the Lebanese government on the ratification of Convention 181, legalizing fully the activities of private employment services, and reviewing and restructuring the system of employment services and creating complementarity and interlinkage between the public NEO and different private and civil society employment services. At the downstream level, it would be important to review on a case by case basis the approach and mechanisms adopted by different NGOs to their employment services and the provision of coaching in their premises to ensure that best practices and ILO standards and interlinkage with other services are well integrated in their daily work and operation combined with the training.

The project implemented value chain development in agriculture and succeeded in putting in place the aspects, conditions and elements of the model to a large extent. The project has not yet led to improvement in terms of livelihood and income generation for farmers involved in value chain development in the potato sub-sector. This was because it was based on export activity that did not take place when the project came to end but the project led to income generation for the farmers involved in leafy green value chain development activity oriented to the Lebanese market. Most important, the project raised the importance of value chain among different stakeholders, triggered a culture of collective work among multi-ethnic Lebanese local farming communities and certainly enhanced local social cohesion. This has been well reflected during meetings with different counterparts involved in the value chain development and cooperatives but also in focus group discussions that took place with a group of Lebanese farmers.

Certainly the implementation of the value chain development led to significant lessons learned for ILO, a model to be adopted but fitting rather a transitional phase between relief and development rather than an emergency context.

The project had a great impact in terms of standardization which has been concretized with sets of standards and guidelines developed at the level of employment services, Value Chain Development, Training of Trainers that were adopted by local counterparts including local employment services, Ministry of Agriculture, ILO and UN and development agencies.

In terms of Syrian refugees, the project design and focus targeted the local Lebanese host communities in particular with the aim of enhancing their resilience in relation to the burdens associated with the influx of refugees. However, certainly the capacity building to different local NGOs employment services would benefit Syrian refugees who are registered within the employment services of these NGOs as a result of their performance improvement. Furthermore, Syrian workers and refugees were supposed to benefit indirectly from the action of the project and economic dynamism generated in particular through value chain development in agriculture, bearing in mind that most agricultural farm workers are Syrians. Although few Syrian refugees benefited directly from the vocational training activities provided by the project, value was added at the level of Palestinian refugees, as UNRWA employment services staff benefited to a large extent from the capacity building activities provided by the project under axis I and this has led to improving their operation. The Palestinian Trade Union also participated in training organised by the project.

The approach adopted by the project of mapping and assessing all local stakeholders and then building wide partnerships with them for the implementation of different activities on the basis of comparative advantage and know-how of each local was a sound and wise approach. It allowed the project team to overcome to a large extent the constraints mentioned above of the short duration and short extensions combined with the wide horizontal project agenda. While the project team also significantly concretized interlinkage among local stakeholders, however, this evaluation suggests that the project should also have worked on and invested in designation of a local counterpart key leader, such as the Chamber of Commerce and Industry and Agriculture of Tripoli, to take the lead among all local stakeholders instead of the project team assuming that role. The key local leader is necessary from a sustainability angle to ensure the continuation of the project integrated action instead of having this sustainability fragmented according by activity and local counterpart and according to each one will and capacity.

The project also led, through its adoption of a wide participatory approach with local stakeholders and since the inception phase and through the creation of local coordinative committee, to the creation of concrete local ownership of activities of the project. However, even in a project focusing on a local community it would have been important to consider the creation of national steering committees at the central level with the involvement of key ministries and tripartite entities at the central level. The purpose behind this is to enhance national ownership of the project, improve sustainability and upscaling of the project best practices at the national level and their integration within national policies.

In terms of cross cutting issues, the project team made the project more gender coherent during the inception phase than it was in its original design. This was also concretized through the implementation with around 30% of the project beneficiaries of different capacity building activities (NGOs, government, local counterparts) being women. While for the specific activities of female vocational training and economic empowerment for local community women a significant psychosocial added value was caused by the participation of local women, very little economic value was added as reported by these women during focus group discussions and as reflected in the reports of the latest status in terms of economic activity of local women participants in these activities. As with regards to performance in terms of tripartism, the involvement of trade unions, was rather limited and not advanced, with no participation of the most important trade union (National Federation of Trade Union), and should have been more effective and through much more mature approach towards advancing the rights of agricultural workers.

This evaluation based on a triangulation approach tried to shed light objectively on various achievements, but also weaknesses with the purpose of informing a future extension of this project. Such an extension is certainly highly recommended by this evaluation, but through the use of two separate programme frameworks of implementation (Value chain development in agriculture, and another enhancing employment system and services). Other project ideas are also recommended to be designed and implemented particularly at levels of enhancement of rights of workers in agriculture as well as empowerment of cooperatives.

M-Lessons Learned

(see also annex 9: Lessons Learned Template)

M4P module and value chain development in agriculture fit a transitional phase between relief and development more than an emergency context.

Components II and III of the project of Enhancing Job Resilience and Protecting Decent Work Conditions in Rural Communities Affected by the Syrian Refugee Crisis in Northern Lebanon adopted the M4P approach through the implementation of Value Chain development in agriculture. The project has been very effective in this, in mobilizing all local stakeholders (including local government bodies, the private sector, civil society, development organizations the local community and local cooperatives) as well as in ensuring proper coordination and other supporting functions. This included extensive information and knowledge transfer, intensive capacity building, R&D (through the demo plots of potatoes and leafy green vegetables), ensuring availability of infrastructure and related services to facilitate successful planting, and improvement of standards and norms to be in line with European norms (see annex 6). However, putting in place all these factors needs time. More time will be needed to bring about ultimate success in income generation due to exporting or selling in the local market at increased levels. This suggests that within the stages of the transition process from relief to reconstruction (consisting of the five phases of Relief/Humanitarian assistance, Early recovery, Recovery, Transition from relief to recovery and Reconstruction), the model of M4P could only realistically begin to be implemented from an early recovery phase, in the light of the project experience in Lebanon. A time length of 2-3 years could be estimated for success in the value chain development in agriculture. This is an approach that cannot be implemented in a short timeframe in an emergency context.

Value chain development is an excellent tool for social cohesion

For example, cooperatives participating in the project were not in the habit of coordinating or to communicating among themselves, before the project⁸⁷. The development of the value chain originally brought these cooperatives from different confessions together at the analysis workshop, then again through different workshops and training sessions organized by the project for heads of cooperatives as well as members. They then coordinated their activities during the planting phase. The development of the value chain and its success requires their cooperation. The success of the value chain and exports is based on all of them, as Akkar farmers. It is also based on all market players that become aware of and motivated in favour of the common cause: planting new varieties with success, meeting the requirements and conditions for export to EU, and achieving export. In parallel to the economic benefits, **a value chain development = social chain development**. It is an excellent approach to be implemented in post-conflict countries that were fragmented by internal conflict and division. It is a way towards building bridges among fragmented and divided local communities, bringing them together, which might be sometimes more important than economic benefits.

Importance of a national steering committee, even in a project focusing on a local community

The project of Enhancing Job Resilience and Protecting Decent Work Conditions in Rural Communities Affected by the Syrian Refugee Crisis in Northern Lebanon has adopted a decentralized and local implementation approach, focusing on local communities in Northern Lebanon. However, entry points for interventions in fragile and post-crisis situations demonstrate the appropriateness of specific approaches, and can also inform or influence the

⁸⁷ Meeting of the evaluator with three heads of cooperatives- Akkar

policies and practices of the government and other actors, which have to be perceived, where possible, as opportunities for a strategic approach⁸⁸. To improve the approach to informing and influencing government policies and practices, the project and ILO should have created a steering committee at the central level including representatives from MoA, MoL, the Ministry of Economy and the National Federation of Trade Union and Federation of Chambers of Commerce. In addition to better informing and influencing policies, such a committee would have enhanced national ownership of the project (in a manner complementary to the strong local ownership established). It would also have supported project efforts to overcome some of the extant structural, policy and legislative barriers, such as promoting the ratification of Convention 181 on private employment agencies by Lebanese government that appeared to be a serious barrier to the implementation of Component I of the project in connecting employment agencies to one another and to the public sphere's NEO.

Programme rather than project

ILO guidelines⁸⁹ emphasize the importance that programming in fragile and post-crisis contexts should take a long-term rather than a short-term programme perspective: "Programmes ensure prolonged action and support and are more likely to deliver sustainable results⁹⁰". This was not the case in this project. It had a horizontal wide margin to cover and had a short term timeframe with short term extensions. This certainly created constraints for implementation. Future iterations should adopt ILO design guidelines and recommendations with regards to the status and timeframe.

The evaluation considers that the implementation of the project might have required a dimension of implementation at the central level, to act in a complementary manner to the local dimension. This would have consisted of building the capacity of the Ministry of Agriculture centrally, along with the cooperatives and education departments within government ministries, working on the legal status of employment services and advocating the ratification of the 181 Convention, or reviewing the structure of NEO and the whole system of employment services. However, in practical terms, that would not have been possible as part of a short term project.

Importance of platform or local development centre

Previous experiences in fragile or recovery contexts – such as experienced in the PRODERE programme in Latin America⁹¹ – included and emphasized the creation of Local Economic Development Agencies (LEDAs). These are local centres that provide orientation and information on crops, prices, regulations, and subsidies. ILO also gave them the mission of creating jobs through the promotion of economic initiatives by local populations, through the creation of small enterprises or supporting cooperatives. They were also places for social gatherings, creating cohesion among farmers and local communities. Dozens of LEDAs were created through the PRODERE programme. The ILO project of Enhancing Job Resilience and Protecting Decent Work Conditions in Rural Communities Affected by the Syrian Refugee Crisis in Northern Lebanon should have considered the creation of such a centre or platform to provide multilevel and multidimensional support to farmers in terms of technical orientation, input provision, coordination among local actors, and labour needs matching. It would also have enhanced the sustainability and continuity of project activities in the future.

⁸⁸ Employment and Decent Work in Situations of Fragility, Conflict and Disaster – ILO, 2016

⁸⁹ Employment and decent work in situations of fragility, conflict and disaster – ILO-Geneva 2016

⁹⁰ *ibid*

⁹¹ Alfredo Lazaerte, Hans Hofmeijer and Maria Zwanenburg- Local Economic Development in Central America – The PRODERE Experience – ILO-Geneva 1999.

Addressing the challenges of the labour market cannot be addressed via a single component of a larger project, but rather requires an integrated project or an integrated programme.

The labour market in Lebanon represents a number of constraints to the success of the current project. The first step to tackling these would be an analysis of labour market dynamics nationally and a better understanding of factors relating to supply and demand. However, there are also institutional constraints to be tackled, and the need for analysis of existing legislation and its impact on agricultural supply and demand. Rather than a short-term project, such obstacles require the focused attention of a longer-term intervention at national level.

Tripartism always but effective tripartism

In a context of project implementation in which farmers and workers in rural communities are deprived of essential rights and do not benefit from social protection networks, it would not be possible to bring about improvement in work conditions in affected communities without involving trade unions. These entities are supposed to defend the rights of these workers and should be involved as a key partner⁹² in an effective way to addressing the existing deficits in workers' rights in rural areas. A specific output and action plan are required with short-term, mid-term and long-term aspects in terms of timeframe and targets.

Despite a wide participatory approach vis-à-vis local stakeholders, a key local stakeholder as leader is necessary

While the project built synergies with a wide number of local stakeholders to implement different components of the project, it did not build specific ties with a key leader among these stakeholders, designated to take the lead in ensuring coordination. The project team themselves assumed this leadership and coordination role directly. The sustainability and continuity of the project activity is likely to be fragmented after it officially ends due to the absence of a designated local stakeholder in a leadership/coordination role. Sustainability will only be achieved to the extent that each local stakeholder ensures the continuity of the component or activity which they themselves were implementing. There will not be holistic sustainability.

It is important not to skip participatory steps during the planning and design process of projects in response to humanitarian or emergency contexts

Even for projects designed for emergency purposes, it is very important for ILO that the participatory approach not to be limited to project identification in the design process. Project documents should be shared with local stakeholders through a workshop in a participatory appraisal phase after they have been designed, in order to ensure that the project design is well tailored to local needs and takes local complexities into consideration, and so that a much more mature version of a project document can result. The appraisal phase of the project document should not only be dealt with internally within ILO.

N-Emerging Good Practices

Building synergies with other effective development actors and initiatives which already exist internationally and locally led to gains in time and better performance of the project implementation

⁹² Not only through invitation to attend workshops and benefit from capacity building in areas of value chain.

The project adopted an approach of building synergies and partnerships with a number of local stakeholders and to implement the project via these actors. This led to high performance in terms of implementation, saved time and enhanced local ownership and sustainability.

Strong advocacy/communication dimension of the project led to positioning ILO well within the UN mechanism of support to Lebanon during the Syrian refugee crisis.

The standardization enhancement was targeted by the project despite the short term dimension and led to setting a milestone, the potential for future action, a culture of change, and discipline among local communities and stakeholders, in addition to increasing ILO credibility.

Setting a common goal, mobilization of different local stakeholders and beneficiaries to reaching that common goal, creating intra-synergies and coordination mechanisms leading automatically to social cohesion

Value chain development in agriculture is a good approach and model to implement in a transitional phase from emergency to development to bring about local economic development; could be adopted by ILO.

O-Recommendations

Matrix of Follow-up

Recommendation	Priority	Responsible	Success Indicator	Timeframe implementation status	Resource Implications
1-ILO to provide advocacy and coaching support to MoL to ratify ILO Convention 181 on private employment agencies.	High	ILO,	Lebanon having ratified the convention 181	2018-2019	No resource implications since coaching can be provided internally by ILO staff
2- ILO to implement a project reviewing the whole system of employment services entire Lebanon to create complementarity between NEO and private sector employment services, as well as for the purpose of institutional development so that NEO can play the central role within the new system. ⁹³ The latter should include developing a	High	ILO,	1-Ministry of Labour approval 2-Project document prepared 3-Project implemented 4-Decree issued recognizing and defining the role of private and civil society employment agencies in Lebanon 5- NEO legislation modified 5-Licenses issued for private and civil society employment service offices	ILO could start negotiating with MoL as soon as possible Project time frame of 36 months	This has high resource implications due to implementation of a new project

⁹³ Unlike a previous project (LEB/08/01M/CAN – Support to Public Employment services in Lebanon: Strengthening the Capacity of the National Employment Authority), the new project should focus improving the whole system and creating a level of coordination and complementarity between NEO and private employment service providers.

mechanism of cooperation and an Electronic Labour Exchange system, data and referrals between NEO and different employment service providers.			6- NEO and private and civil society employment services interlinked electronically.		
3-ILO should continue the action undertaken developing the value chain in agriculture through a specific and focused new project lasting 2-3 years. If there is no donor, ILO should continue based on the RBSA allocation in order to demonstrate the M4P model and create a concrete success story based on an advanced level of effectiveness during the implementation of the existing project and the appropriate conditions that it fostered.	High	ILO ROAS, ILO Geneva,	New project document prepared Funds allocated Project implementation started	Discussion within ILO should start as soon as possible. Project time frame: 3 years.	This has high resource implications due to implementation of a new project
4-In line with recommendation No. 1 above, ILO should continue to focus on potato and leafy green vegetables through a new value chain project, in order to produce high quality crops in the potato sub-sector in line with EU Export Compliance standards and Global Gap, thus achieving export to the EU as well as expanding sales in the	Medium	Project team,	Global Gap certification obtained for potatoes Quantity and amount of potatoes exported Quantity and amount of potatoes sold in Lebanese market Quantity and amount of leafy green vegetables sold on local market	It is to be expected for export to start in 2018	This has high resource implications due to implementation of a new project

internal market in the sub-sector of leafy green vegetables.					
5-In line with recommendations No. 3 & 4, the ILO project team and local partners should build in the continuation of the project on the lessons learned, particularly in terms of seed selection that fit both the EU and Lebanese markets, paying particular attention to the calendar of planting so as to fit both markets. Furthermore it will be important to consider models that could spread the risk for the farmers, such as adoption of contract farming models with guaranteed processing outlets for crop production.	Medium	Project team,	Seeds used in potato plantation fit both EU and Lebanese markets	2017-2019	No resource implications since it builds on the continuation of an already developed project
6-In line with recommendation No. 5, in implementing the new project, broad emphasis should be put on exploration of different markets for agricultural products and guaranteeing export action through specialised additional Trade Specialist staff hired by ILO. Trade Specialists will have to work in close coordination with the Ministry of Economy, CCIAT, IDAL,	Medium	Project team – ILO ROAS,	Trade Specialist hired External (and internal) market well explored. Export policy papers prepared. Cooperation ties built with Ministry of Economy, commercial attachés in Beirut, Trade organizations and networks, importers in different markets, etc.	Trade specialist hired at the beginning of project implementation. 2017-2019	It has medium resource implications due to the hiring of a Trade Specialist

international chambers of commerce, commercial sections in embassies and various trade organisations and networks.					
7-In line with recommendations 3, 4, 5, & 6, while continuing on the same path of partnership with local stakeholders, each according to comparative advantage, ILO should designate the Chamber of Commerce, Industry and Agriculture of Tripoli (CCIAT) as the key stakeholder to coordinate a future phase of project implementation, based on the lessons learned of this project and the capacity of the CCIAT. The latter should chair a local steering committee to monitor project implementation.	Medium	Project team –	MoU signed with CCIAT ToR for project steering committee prepared. CCIAT leading and monitoring effectively the project as key national counterpart.	Negotiation and agreement with CCIAT to be reached in 2017	No resource implications since it is based on an already developed project
8-Once success is achieved with potatoes and leafy green vegetable crops in terms of sales, exports and income generation for farmers and participant cooperatives, ILO should look to expand horizontally to include other crops and categories planted in the North in the value chain system.	Medium	Project team –	LED dialogues implemented to define other varieties to be included. Other varieties included in the value chain. Value chain analysis implemented for the other varieties Modules of intervention for the other varieties and participants defined. Interventions implemented	To start in 2019 if export of potatoes is achieved in 2018.	No resource implications since this can be done by the project team

			Quantities and amount of other varieties sold on local market and exported.		
9-ILO should consider another project, in cooperation with FAO or IFAD, improving the role of cooperatives as a key player in LED, fostering resilience and employment. This project should include upstream and downstream aspects. The upstream focus should be on tackling the institutional development of the Cooperative Directorate in MoA and reviewing the whole cooperatives system and cooperatives law. The downstream dimension should focus on dynamizing the role of a large number of cooperatives in the North in local economic development.	Medium	ILO,	Agreement reached Project document designed Funds allocated Project implemented	Negotiations could start within 2017 Project to be implemented starting 2018 Project duration 30 months	This has high resource implications due to implementation of a new project
10-ILO as well as other UN organizations, namely FAO and UNDP, should work with Ministry of Agriculture, Ministry of Economy and Trade, Federation of Lebanese chambers of commerce and CCIAT to insure an agricultural registry for farmers.	Low	ILO,	Decree or law issued regarding Agricultural Register for farmers	2018-2020	It has no resource implications since it is done by already existing staff
11-ILO, in cooperation with UNDP and FAO, should consider the idea	Medium	ILO,	Platform framework project designed.	2019	This has high resource

<p>of creating a Platform/One Stop Shop for farmers in the North through a joint project. This would facilitate ensuring the availability of inputs, services, employment, services, skills, orientation, jobs matching and demand in the agricultural sector . North LEDA might be the best counterpart to ensure the management of this platform/One Stop Shop.</p>			<p>Funds allocated. Project implemented – Platform established and working.</p>		<p>implications due to implementation of a new project</p>
<p>12-Given the marginalisation of farmers by Trade Unions, combined with the deprivation of social protection facing farmers and agricultural workers and their lack of guarantee of several rights under Lebanese Law, ILO should launch a project on enhancing the rights of workers in agriculture. The project could be implemented in cooperation with the Trade Union and Union of Workers in Agriculture, in collaboration with the Ministries Labour and Agriculture. It should include advocacy for the provision of different rights and social protections to farmers and should seek the integration of a farmers’ representative into the structure of</p>	<p>High</p>	<p>ILO,</p>	<p>Project document designed Project implemented Decrees issued related to improving the legal status and protection mechanisms for workers in agriculture. Mission, vision, protocols and structure of union of workers in agriculture adjusted and improved.</p>	<p>2019-2020</p>	<p>This has high resource implications due to implementation of a new project</p>

the National Federation of Trade Unions. It would also include an institutional development component, empowering the existing union of agricultural workers to improve their performance in defending the rights of workers in agriculture.					
13-Based on the experience of ILO in Lebanon and Akkar in implementing Value Chain Development in Agriculture through this project, ILO Geneva should consider developing a policy paper (which would be complementary to the ILO guidelines on Employment and Decent Work in Situations of Fragility, Conflict and Disaster), entitled: Value Chain Development in Agriculture – A market for the poor module to trigger local economic development and employment in situations of fragility, emergency and recovery.	High	Project team – ILO RoAS – ILO Geneva	Policy paper prepared	2017	It has no resource implications since it can be done by ILO staff
14-Due to the specificities of the humanitarian emergency context	Medium	ILO Geneva- ILO RoAS	ILO specialists and staff working in crisis situations or contexts		It has low resource implications since it

<p>and the consequent requirements relative to the normal and classical ILO intervention approach, it would be important for ILO specialists and staff working in crisis situations or contexts affected by crisis to receive specific training to properly deal with this. Furthermore, it would be important that more and sustained backstopping be provided to them.</p>			<p>affected by crisis trained on specificities of humanitarian context.</p>		<p>needs funding for the training for ILO staff</p>

Annexes

Annex 1
Evaluation Terms of Reference



INTERNATIONAL LABOUR ORGANIZATION

Call for Expression of Interests
Final Independent Evaluation

“Enhancing Job Resilience and Protecting Decent Work Conditions in Rural Communities Affected by the Syrian Refugee Crisis in Northern Lebanon”

Location: Lebanon

Application deadline: **Thursday 15 December, 2016**

Type of contract: External Collaboration Contract

Languages required: Proficiency in English, Arabic is a plus

Expected duration: Approximately 25 days (between 20 December and 20 March 2017)

1. BACKGROUND INFORMATION

Project Background

In response to the Syrian crisis, the ILO initiated a project in Akkar (North of Lebanon) with a focus on employment and livelihood issues. The aim of this project is to enhance the resilience of entrepreneurs, including farmers and workers affected by the Syrian refugee crisis in rural areas.

The project aimed to enhance resilience of both producers (individuals and groups) and workers affected by the Syrian refugee crisis in Lebanon in rural areas. The strategy of the project was two pronged: on the one hand, it will provide recommendations and reinforce the effectiveness of labour market institutions and improve the employability of “vulnerable” job seekers regarding stresses of the labour market due to the crisis. On the other hand, it will directly contribute to enhancing the capacities of service providers to enable the creation of Local Economic Development (LED) opportunities and the establishment of coping strategies for affected producers in rural areas.

The project applied an area-based approach by targeting one of the most challenged regions in the North with high exposure to the influx of refugees in rural areas and was framed under the ACI “Decent Work in the rural economy”.

The ILO contribution hoped to both immediately start implementing activities to the benefits of the population living in the refugee crisis affected areas and contribute to the positioning of the organisation in the crisis scenario. In order to make the process sustainable, the project operated through local stakeholders such as LEDA (Local Economic Development Agencies) and other organisations such as Chambers of Commerce, Industry and Agriculture (CCIA), the Trade Unions and the Federation of Cooperatives, with the aim of improving their capacity. The project aimed to create synergies with a large number of potential partners having the common objective of improving socio-economic stability in the rural areas affected by the flow of Syrian refugees.

Immediate Objectives and Outputs

Immediate Objective 1 Contribute to building the resilience of rural host communities by enhancing access to employment opportunities and livelihoods		
Output 1.1 Existing employment service mechanisms for both Lebanese and refugees in North Lebanon improved and interlinked and provide career counselling services building upon existing labour opportunity mappings	Output 1.2 Implementing partners of Cash for Work (CfW) programmes supported through targeted technical assistance to ensure high standards and effectiveness	Output 1.3 Local vocational training providers in rural areas supported to provide adapted skills development programmes needed in the selected agricultural value chain
Immediate Objective 2 Sustainable LED is promoted in at least one rural area in the North Lebanon targeting specific productive sectors		
Output 2.1 Mapping of capacities of potential LED stakeholders and local organisations within the selected value chain and target area undertaken and capacity development needs identified	Output 2.2 Value chain analyses in agro-pastoral sector in targeted caza, with a specific focus on host communities implemented	Output 2.3 Local economic development interventions in host communities designed and at least some demonstrative interventions implemented
Immediate Objective 3 ILO constituents’ (local organisations, employers and trade unions) capacities increased/enhanced to identify and benefit from socio-economic interventions as part of the LED process		
Output 3.1 Networks and alliances with local entrepreneurs	Output 3.2 Local organisations as well as Employers and Trade	Output 3.3 Enterprises and cooperatives within the selected value chain have improved

and local financial institutions within the selected value chain are explored and (when possible) enhanced	Unions have better capacities to identify socio-economic interventions as part of the Local Economic Development	business management skills through targeted provision of business development services responding to their needs
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Achievements to Date

As part of **Objective I: Contribute to building the resilience of rural host communities by enhancing access to employment opportunities and livelihoods** the project has provided highly valued technical assistance to employment service centres and implementers of public employment programmes. The project has furthermore enhanced the short term vocational training in agriculture for youth of the Ministry of Agriculture and supported additional beneficiaries as well as arranged for internships for these trainees. Teachers of the Ministry of Agriculture received training on Decent Work in agriculture.

With regards to **Objective II. Sustainable LED is promoted in at least one rural area in the North Lebanon targeting specific productive sectors local economic development interventions to upgrade the potato and leafy greens** value chains in Akkar are in the process of being completed. Based on a comprehensive value chain analysis and using a participatory local economic development approach fostering social dialogue some priority interventions have already been completed, such as training on good agricultural practices for targeted cooperatives, a market survey on the domestic demand for leafy greens, an initial women empowerment initiative within the value chains, training for exporters of agricultural products to access different markets and capacity building and advocacy to combat child labour in agriculture, potato demoplots with cooperatives showcasing three new varieties and quality standards suitable for export to EU markets, as well as capacity support to the Chamber of Commerce, Industry and Agriculture of Tripoli and North Lebanon to provide export and other market access services. Ongoing interventions include support to leafy green farmers to increase their return on labour from producing based on actual market demand, cooperative capacity building in terms of business management and an assessment on opportunities for women empowerment in these sectors.

In terms of **Objective III: ILO constituents' (local organisations, employers and trade unions) capacities increased/enhanced to identify and benefit from socio-economic interventions as part of the LED process**, enhancing networks and alliances is mainstreamed in the project's activities. Numerous alliances have already been created. Much attention is paid to increasing the capacity of local organisations to participate in LED and drive value chain development. Project partners were supported to participate in relevant ITC trainings in Turin.

Implementation Status

The project has made significant achievements towards enabling job resilience and protecting decent work conditions. The contribution of the Italian Government will be spend and completed by December 2016, and most of the funds of LBN/16/01/RBS have been committed. Preparations for the complete closure of the project are under way and an exit strategy is being put in place.

However, current partners have requested no-cost extensions to ensure successful and highly satisfactory completion of planned activities. At the same time, the team is initiating continuing the work

on increasing the employability of vulnerable groups through technical assistance to the non-formal and formal TVET sector with funding from the Italian Agency for Development Cooperation, UNICEF and FAO. In the meantime, it is essential to ensure the project can satisfactorily complete ongoing activities and commence planned new TVET support activities.

Socio Economic Context

At the time of inception of this project, the conflict in Syria was already having grave social and economic impacts on Lebanon. Over 1.1 million Syrian refugees were registered in Lebanon as of August 2014. Combined with internal political instability, the Syrian crisis was having negative repercussions on the Lebanese economy and the labour market at different levels as outlined below:

- Doubling of unemployment rate to above 20% by end of 2014, mostly unskilled youth;
- Some 170,000 additional Lebanese to be pushed into poverty (over and above the 1 million currently living below the poverty line) by end of 2014;
- Contracting economy with real GDP growth declining by 2.9% each year entailing large losses in terms of wages, profits, taxes and negative effects on investor and consumer confidence;
- Public services struggling to keep up with demand resulting in a decline in access to and quality of public service delivery;
- Increasing government expenditure by USD 1.1 billion due to the surge in demand for public services in addition to the decline in government revenue collection by USD 1.5 billion. Total estimated fiscal impact of USD 2.6 billion.

The situation in Lebanon since the project's launch has only declined as the flow of refugees into Lebanon continued and now about one in every four people in Lebanon is a refugee, a proportion unparalleled in the world. Although Lebanese labour market conditions before the Syrian crisis were already dire, the effect of this crisis on the labour market, and in particular on youth, was the basis for implementing this project.

Project Management Structure

The project design envisaged that a Chief Technical Advisor will manage the project with one National Project Coordinator and one Administration and Finance Assistant. In addition, a driver position was included to support the project on part-time basis for the period from initiation until 31st of May 2016.

Evaluation Background

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

The project document states that a final independent evaluation will be conducted at the end of the project implementation.

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

Monitoring of individual objectives and activities based on indicators in the logical framework feed into the progress reports. Annual progress reports were submitted in addition to the inception report and are attached to this terms of references.

Inception Report

An inception report was presented on the 14th August 2014, two months after the beginning of the project. The objectives of the report were to:

- 1) To revise the project outputs based on the conditions on the ground and final project outcome and budget;
- 2) To present the selection of the project area for the implementation of the Local Economic Development (LED) activities;
- 3) To outline the implementation plan of the project and to present the project logframe and workplan.

During consultations as part of the inception phase of the project it became clear that a revision of the outputs would be necessary in order to better reflect the conditions in North Lebanon as well as current interventions by other development partners, interlink project outputs in order to create synergies of interventions, to ensure efficient and effective use of resources and to ensure that the outputs have realistic potential to result in achieving the CPO LBN103: Productive employment created through local economic development and sustainable enterprise.

The three immediate objectives were not changed and frame the project around three core areas of interventions: 1. Employment services, 2. Local Economic Development (LED) and value chain development, and 3. Capacity building.

2. PURPOSE AND SCOPE OF THE EVALUATION

Purpose

A final independent evaluation will be conducted to examine the efficiency, effectiveness, relevance, potential impact and sustainability of the project. The evaluation report shall reflect findings from this evaluation on whether the project has achieved its stated objectives, produced the desired outputs, and the extent to which it 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 for ILO's considerations in the design of a future project in Lebanon on livelihoods and Syrian refugee crisis response.

The final independent evaluation is being carried out at this time as the project has almost ended.

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 will be followed.

The knowledge generated by the evaluation will be used by ILO ROAS in the design of future projects responding to the Syria refugee crisis and other comparable circumstances. In particular the good practices, lessons learned and recommendations produced will be used to identify new opportunities for ILO engagement, improve the implementation and subsequently enhance the resultant impact of projects.

Scope

The evaluation will cover the project 'Enabling Job Resilience and Protecting Decent Work Conditions in Rural Communities Affected by the Syrian Refugee Crisis in Northern Lebanon' in all its outputs and for its entire duration. The scope of the evaluation will extend to both the RBSA and the Italian Cooperation funded projects together as they share the same logframe.

The evaluation should focus on all the activities that have been implemented since the start of the projects to the moment of the field visits.

The project was active in Lebanon and the travel will be limited to Lebanon as both the project office and the Regional Office for Arab States (ROAS) are located in Lebanon. The evaluator will spend time both in the North (Tripoli and Akkar mainly) and in Beirut during the mission.

The independent evaluation will take place between December 2016 and March 2017 with 12 days of field visit to Lebanon to collect information from different stakeholders. This mission will tentatively take place from the 16 January – 15 February 2017.

The evaluation will integrate gender equality as a cross-cutting concern throughout its methodology and all deliverables, including the final report.

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

3. Evaluation approach and schedule

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 project countries;
- ✓ **Validity of design** – the extent to which the project design, logic, strategy and elements are/ remain valid vis-à-vis problems and needs;
- ✓ **Efficiency** - the productivity of the project implementation process taken as a measure of the extent to which the outputs achieved are derived from an efficient use of financial, material and human resources;

- ✓ **Effectiveness** - the extent to which the project can be said to have contributed to the development objectives and the immediate objectives and more concretely whether the stated outputs have been produced satisfactorily; in addition to building synergies with national initiatives and with other donor-supported projects, project visibility;
- ✓ **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 and various implementing partner organisations;
- ✓ **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; the extent to which the knowledge developed throughout the project (research papers, manuals and other tools) can still be utilized after the end of the project to inform policies and practitioners,

The ILO's final independent evaluations are conducted following the ILO Evaluation Policy and the Norms Standards of the United Nations Evaluation Group. The evaluation will be managed by the Regional Evaluation Officer based at the ILO Regional Office for Arab States (ROAS) in Beirut, Lebanon. The evaluation will be conducted by an International Consultant (evaluator) following a participatory approach, in collaboration with key partners and stakeholders throughout the evaluation process.

The evaluator will complete the following:

- **Inception report:** The Evaluator will draft a brief inception report upon the review of the available documents and an initial discussion with the project's management. This inception report should set out any changes proposed to the methodology or any other issues of importance in the further conduct of the evaluation. The inception report will include the following issues:
 - Explain the conceptual framework that will be used to undertake the evaluation;
 - Describes the approach for data collection and the evaluation methodology, i.e. how evaluation questions will be answered by way of data collection methods, data sources, sampling and indicators;
 - Detail out the work plan for the evaluation, which indicates the phases in the evaluation, their key deliverables and milestones;
 - Sets out the plan for data collection, interviews;
 - Enlist the Key Informant Interview (KII);
 - will be approved by the Evaluation Manager.
- **A draft report:** The evaluator will submit a draft report to the ILO evaluation Manager who will circulate it to immediate project stakeholders and the donor for comments. The evaluation will forward comments to the evaluator. The report will then be circulated to EVAL at ILO HQ for final comments.
- **A final report:** The evaluator will incorporate comments as they deem appropriate and submit the final report to the evaluation manager.

The evaluation will be carried out within the period December 2016 to March 2017. The consultant will require travel to Lebanon tentatively during the 16 January – 1 February 2017.

4. Professional requirements

Selection of the consultant for the evaluation will be based on the strengths of the qualification and experience provided by the potential candidates through their expression of interests (EOI) for the assignment. Interested candidates should include in their EOI:

- Curriculum vitae or details of their background and knowledge of subject areas and of Lebanon;
- A list of previous research or evaluation experiences relevant to this assignment;
- Statement of availability for the assignment and proposed professional fee (daily basis).
- A statement confirming no previous or current link to the Project and no personal relationship with the people who manage the project.

Interested candidates for the international consultant (evaluator) should have the following qualification:

- Advanced degree in social sciences, economics or similar and specific training on evaluation theory and methods.
- Extensive experience in the evaluation of development interventions and expertise in Local Economic Development, Value Chain Development and Making Markets Work for the Poor (M4P) and other relevant subject matter.
- Full command of English as a working language will be required.
- Have proven knowledge of the ILO's labour standards, role and mandate, tripartite constituents and gender policies
- Proven experience especially within the UN system, in project cycle management and logical framework approaches as well as on result-based management

The deadline to submit expressions of interest for the evaluation is **by close of business on Thursday 15 December 2016**. Expressions of Interest (EOI) should be sent by e-mail to bavitch@ilo.org copying leape@iloguest.org indicating "EOI- Enhancing Job Resilience and Protecting Decent Work Conditions in Rural Communities Affected by the Syrian Refugee Crisis in Northern Lebanon" in your email subject line.

ANNEX 2

Evaluation Questions

Relevance and strategic fit:

- 1- How well does the project's approach fit context of the on-going Syrian refugee crisis?
- 2- How do the project objectives respond to the priorities of the donors (RBSA and Italian Development Co-operation) in Lebanon and the region?
- 3- Are the project objectives aligned with tripartite constituents' objectives and needs? What measures were taken to ensure alignment? How does the Project deal with shortcomings of tripartism characteristic of the region?
- 4- To what extent does the project fit into the Lebanon Crisis Response Plan and the 3RP (Regional Refugee & Resilience) Plan?
- 5- To what extent are project activities linked to the global commitments of the ILO including the Sustainable Development Goals and the agenda 2030?
- 6- Are the planned project objectives and outcomes relevant and realistic to the situation and needs on the ground? Were the problems and needs adequately analysed?
- 7- How well does the project design take into account local efforts already underway to address the Syrian refugee crisis in Lebanon? Does the project's design fill an existing gap that other ongoing interventions have failed to address?

Validity of design:

- 8- Is the project strategy and structure coherent and logical (what are logical correlations between objective, outcomes, and outputs)?
- 9- On the whole, were project assumptions realistic; did the project undergo a risk analysis and design readjustment when necessary?
- 10- Does the project make use of a monitoring and evaluation framework? How appropriate and useful are the indicators outlined in the inception report in assessing the project's 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 objective and output realistic?
- 11- To what extent were the indicators used effective in measuring an increase in resilience of host communities? To what extent were the indicators used effective in measuring enhancement of capacities of ILO constituents?
- 12- To what extent did the project design align with the CPO?
- 13- What was the baseline condition at the beginning of the project? How was it established?

- 14- Was the strategy for sustainability of impact defined clearly at the design stage of the project? If yes how? Was the approach taken appropriate to the context?
- 15- Does skills training in agriculture result in improved decent work outcomes? What are the other factors need to be taken into account? To what extent does this project support or disprove this question?

Efficiency:

- 16- To what extent have project activities been cost-effective? Have resources (funds, human resources, time, expertise etc.) been allocated strategically to achieve outcomes? To what extent can the project results justify the time, financial and human resources invested in the project?
- 17- To what extent has the project 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?
- 18- What were the intervention benefits and related costs of integrating gender equality?
- 19- What synergies exist between the RBSA projects and the Italian funded project? Is there any duplication of efforts?

Effectiveness:

- 20- Has the project achieved the immediate objectives? (analysis of achievements and challenges by immediate objective is required) In cases where challenges were faced, what intermediate results can be reported towards reaching the immediate objectives? Are the project partners using the outputs? Have the project outputs been transformed by the project partners into outcomes?
- 21- Specific questions by Immediate Objective (Please provide evidence-based answers to the following):
 - Immediate Objective 1:
- 22- What are the assumptions behind harmonisation of employment services in countries without a national framework for it? (The NEO does not currently have a mandate to supervise employment service providers. It was thought a horizontal mechanism was a good first step towards improved coordination. It proved wrong. Services remain scattered and uncoordinated. So, in the absence of national enforcement what are the other points that should be leveraged to ensure there is actually coordination / sharing of info. / referral systems / joint analysis of consolidated data etc?)
- 23- In what ways was the technical knowledge of Cash for Work implementers enhanced by the project?
- 24- To what extent was the project successful in supporting local vocational training providers?
 - Immediate Objective 2:
- 25- To what extent was LED promoted and in how many areas?
- 26- Were useful value chain analyses carried out? To what extent were host communities focused on?

Immediate Objective 3:

- 27- To what extent were ILO constituents used in the selection process of LED interventions?
- 28- In what ways were networks and linkages enhanced within the addressed value chains?
- 29- To what extent has this project contributed to: launching innovative ideas; rapidly addressing emerging needs; expanding the scope and/or scale of existing programmes; mainstreaming cross-cutting issues in labour policies and programmes; leverage greater funding from other sources; and, increasing sustainability of ILO assistance through partnerships with UN agencies.
- 30- What have been the constraining factors and how have they been addressed?
- 31- How have stakeholders been involved in project implementation? To what extent has the project management been participatory and has the participation contributed towards achievement of the project objectives? How effective was the collaboration with the relevant ILO offices, other UN agencies, media, and non-governmental organizations working on the Syrian refugee crisis, and what has been the added value of this collaboration? What systems been put in place to enhance collaboration with other UN agencies, government institutions working on this issue and how?
- 32- To what extent did the project build synergies with national and regional initiatives and with other donor-supported projects?
- 33- How did outputs and outcomes contribute to ILO's mainstreamed strategies including gender equality, social dialogue, poverty reduction and labour standards?
- 34- To what extent did synergies with and operation through local organisations help to ensure the sustainability of the impact of the project ie through building capacity?
- 35- What, if any, alternative strategies would have been more effective in achieving its objectives?
- 36- To what extent did the achievement of the indicators lead to the attainment of the immediate objectives?
- 37- What unintended outcomes can be identified?
- 38- How effective was collaboration with the media? How efficient has the project been in communicating its results, disseminating success stories and enhancing visibility?
- 39- To what extent has the project, beyond achieving concrete results, contributed to positioning the ILO in the Syrian refugee crisis response in Lebanon? In what ways has this project paved the way for future ILO interventions in this area?

Impact orientation:

- 40- What is the likely contribution of the project initiatives to the stated objectives of the intervention?
- 41- What were the interventions long-term effects on more equitable gender relations or reinforcement of existing inequalities?

- 42- To what extent are national partners able and willing to continue with the project? How effectively has the project built national ownership? In what ways are results anchored in national institutions and to what extent can the local partners maintain them financially at end of project?
- 43- Would a continuation of the project to consolidate achievements be justifiable? In what way should the next phase differ from the current one?

Effectiveness of management arrangements:

- 44- What was the division of work tasks within the project team and has the use of local skills been effective? How does the project governance structure facilitate good results and efficient delivery? And if not, why not? How clear is the understanding of roles and responsibilities and division of labour between project staff?
- 45- How effective was communication between the project team, the regional office and the responsible technical department at headquarters? Has the project received adequate technical and administrative support/response from the ILO backstopping units?
- 46- How effectively does the project management monitor project performance and results? Does the project 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?

Sustainability:

- 47- Are the project achieved results likely to be sustainable? What measures have been considered to ensure that the key components of the project are sustainable beyond the life of the project? How will activities and/or management structures be financed when the project ends?
- 48- Did the project put in place measures to ensure the continuity of value chain development efforts after the end of the project?
- 49- To what extent have the interventions advanced strategic gender-related needs?
- 50- What was the role of the project in resource mobilisation?
- 51- How can employers be meaningfully brought on board for interventions in Lebanon?

Annex 3

List of Project documents

A-Original project proposals

- 1-Original Project Document November 2013
- 2-Lebanon Livelihoods Project concept note - Italian cooperation Jan-Dec 2015
- 3-North LED Project Logframe and Workplan RBSA March 2015 Logframe June 2014 - June 2015
- 4-Logframe - Italian Cooperation Feb 2015 - Feb 2016

B-Inception reports

- 1-Inception Report - Annex 1 - stakeholder consultations final 14aug14
- 2-Inception Report - Annex 2 - Output revision and justification 14aug14
- 3-Inception Report - Annex 3 - Area selection criteria 14aug14
- 4-Inception Report - Annex 4 - North Lebanon LED Project Logframe and Workplan CLEAR 14 Aug 2014
- 5-Inception Report 14 Aug 2014

C-Extension requests

- 1-Approved extension and allocation RBSA \$84 254 May 2015 to March 2016
- 2-Approved Minute and PDM RBSA allocation April 28 2016 to 31 December 2016
- 3-Italian Dec Coop - Extension request February 2016 till Dec 2016
- 4-Italian Dev Coop Letter Approval of No-Cost Extension Feb 2016 until 31Dec2016
- 5-RBSA LBN-12-02-RBS Extension Request 29 May 2015 to 31 March 2016
- 6-RBSA LBN103 2014-15 No cost Extension Request - April 2016 to 31 August 2016
- 7-RBSA Minute Sheet LBN103 RBSA 2016-17 no cost extension request Nov2016 to April 2017

D-Baseline reports and related data

- 1-Capacity assessment for agriculture cooperatives
- 2-Report stakeholders analysis – 22Sept 2014
- 3-North LEDA – sector selection report Nov 2014
- 4-Food processing baseline/endline report jun2016
- Administrative data from ESC

E-Project Progress reports

- 1-Lebanon Livelihoods Project Implementation Report Sept 2015-updated 30sept15
- 2-Summary of activities and background-VCD February 2016
- 3-Summary of activities and outputs October 2016
- 4-Summary of activities between September and December 2015
- 5-Technical Progress Report (Implementation Agreements) Oct-Nov 2015
- 6-Implementation Report (Outcome 5) Oct 2016

Project activities

Employment Services

- Technical support to ESC (employment service and capacity building plan)
- Training on labour law report
- Training on LMI, ESC management, cooperation mechanism report
- Training on career guidance, outreach to employers, job search techniques report
- Mission report LMI ESC management cooperation mechanism – Donna Koeltz
- Mechanism of cooperation meeting presentations and draft templates

Innovative public employment programmes

- Training workshop report June 2015
- IPEP guidance note Dec 2015

A-Value chain development priority interventions

Summary of VCD priority interventions

- 1-List of value chain development priority interventions
- 2-Presentation value chain priority interventions – LH 26 apr

Implementation agreements

- VCD priority intervention with Safadi Foundation (completed)
 - ✓ Implementation agreement
 - ✓ Progress report
 - ✓ Training workshop reports
- VCD priority intervention with North LEDA (completed)
 - ✓ Implementation agreement
 - ✓ Progress report

- ✓ Final report
- ✓ Concept Paper for a Workshop to support linkages with potential employers for vocational training internship opportunities Sept 2015
- ✓ Workshop with employers report
- ✓ Monitoring report 56 days VT for youth
- ✓ Monitoring report 6 days VT for youth on potato and leafy greens
- VCD priority intervention with RMF (completed)
 - ✓ Implementation agreement
 - ✓ Progress final report and training evaluation reports
- VCD priority intervention with Akkar Network for Development (completed)
 - ✓ Service contract ToR
 - ✓ Concept note for potential activities with youth to promote their integration in the agriculture sector
 - ✓ Concept for an advocacy workshop on risk reduction of child labour
 - ✓ Advocacy workshop report
 - ✓ Awareness raising on risks of child labour reports
 - ✓ ToT training plan and report
- VCD priority intervention with Souk El Tayeb (completed)
 - ✓ Service contract ToR
 - ✓ Mid-term report on vocational training (phase I – II)
 - ✓ Final report on vocational training (phase I – II)
 - ✓ Final report on marketing support (phase III)
- VCD priority intervention with CCIAT – BIAT (completed)
 - ✓ Service contract ToR
 - ✓ Training on export procedures (TNA, training plan, evaluation)
 - ✓ Progress report (aug2015-June2016)
 - ✓ Fruit logistica exhibition report
 - ✓ Market trends workshop report
 - ✓ Market trends analysis report
 - ✓ Guidance on export procedures brochure
 - ✓ Guidance on market trends brochure

- VCD priority intervention with MADA (completed)
 - ✓ ToR for mapping potential opportunities for women empowerment in the VC (as part of the exit strategy)

VCD steering Committee and ad-hoc meeting reports

- ✓ SC terms of reference
- ✓ SC meeting 15 May 2015
- ✓ SC meeting 7 Jun2016
- ✓ Minutes of meeting 10 Nov 2015
- ✓ SC and ad-hoc meeting Jan – March 2016
- ✓ SC and ad-hoc meeting – overall meetings

LED dialogues workshop reports

- LED dialogue sector selection (October 2014)
- LED dialogue validation of Value chain analysis (January 2015)
- LED dialogue launching of VCD interventions (March 2015)
- LED dialogue workshop report – progress of VCD priority intervention (March 2016)
- ILO workshop report – Market trends in leafy greens (July 2016)
- ILO workshop report – export procedures to GCC and EU (August 2016)

Capacity building

- Training on Decent work report – Nov 2016
- Training on OSH report – Dec 2016
- Summary report on participation in Srilanka symposium (sept 2016)
- ToT on adapted curricula for potato and leafy green consultancy and training report (May 2016)
- VCD and intervention identification (March 2015)

Project beneficiary documentation

- Food processing beneficiary list
- Vocational Training on potato and leafy green beneficiary list
- List of beneficiaries – farmers

- List of beneficiaries – others
- List of beneficiaries ESC
- List of beneficiaries – IPEP June 2015
- List of participants lessons learned workshop – IPEP November 2016

Other studies and research undertaken by the project

- Domestic Market research on leafy green in demand
- Feasibility study on leafy green varieties in demand
- Mapping potential private sector company profile
- Labour Market Information Review and Analysis

Project Publications

- 1-Full list of publications and videos
- 2-Project powerpoint presentations (for UNHCR training, EU trade delegation meeting, Livelihoods Working Group)
- 3-Value Chain Analysis Potatoes and Leafy Green Vegetables Akkar Lebanon
- Labour Market Information Publication
- Labour Market Information Briefs
- IPEP Guidebook for Lebanese context
- Project brief

ILO and National documentation

- 1-ILO Assessment of the impact of Syrian refugees on Lebanon
- 2-ILO Towards Decent Work in Lebanon Issues and Challenge in Light of the SRC
- 3-3RP Report Overview
- 4-16-1-08 Supporting Syria and the Region London 2016 - Event Concept Note
- 5-ILO Response to the Syrian Refugee Crisis Feb update 2016
- 6-ILO Strategic Policy Framework 2010 – 2015
- 7-Lebanon UNSF 2017-2020 final
- 8-Lebanon UNSF implementation and legal framework_261016_revised 27 October
- 9-Steps towards a new Strategic Policy Framework 2013
- 10-Programme and Budget 2016-2017
- 11-Programme and Budget 2014-2015
- 12-Strategy - ILO Response to the Syrian Refugee Crisis (26 October 2015)
- 13-3RP Mid-year Report June 2016
- 14-3RP Annual Report 2015
- 15-LCRP End of Year Report 2015
- 16-Year Two LCRP ENG Brochure
- 17-Year Two LCRP ENG Full Publication
- 18-Year Two LCRP ENG Short Version

- 19-Year Two LCRP Sector Plan Livelihoods
- 20-Policy options note on access to work for Syrian refugees
- 21-World Bank Promoting Poverty Reduction and Shared Prosperity in Lebanon
- 22-Strategy - ILO Response to the Syrian Refugee Crisis (26 October 2015)
- 23-LCRP 2014
- 24-LCRP 2015

EVAL documents for the evaluator

Guidance Notes

- 1-Guidance Note No.4 Integrating gender equality in monitoring and evaluation of projects
- 2-Guidance Note No. 7 Stakeholder participation

EVAL checklists and Templates for the evaluator

- 3-Checklist No. 3 Writing the inception report
- 4-Checklist No. 5 Preparing the evaluation report [including the two templates for completing lessons learned and emerging good practices]
- 5-Checklist No. 6 Rating the quality of evaluation reports
- 6-Checklist No. 7 Filling in the title page with link to template

Annex 4

List of Persons Interviewed during the evaluation mission

ILO

ILO Regional Office for the Arab States

Mr. Lars Johansen	Chief, Regional Programme Unit
Mr. Patrick Daru	Senior Skills and Employability Specialist
Mr. Tariq Haq	Senior Employment Policy Specialist
Ms. Lama Oueijan	Senior Specialist /Employers' Activities
Mr. Mustapha Said	Senior Specialist in Workers' Activities
Ms. Shaza Al Jondi	UN Coherence & Resource Mobilization Officer
Ms. Nathalie Bavitch	Regional M&E Officer and Knowledge Management Officer
Ms. Hayat Osseiran	Child Labour Specialist
Ms. Joumana Karame	National Programme Officer Lebanon
Ms. Virginia Leape	Junior Consultant on Livelihoods and Crisis Response
Ms. Annabella Skof	CTA/Socio-Economic Recovery Expert
Ms. Rania Hokayem	National Project Coordinator
Ms. Ali Nasser	Project Assistant

ILO Geneva

Mr. Federico Negro	FSDR
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Donors

Italian Development Cooperation

Mr. Flavio Lovisolo

Embassy of Kingdom of the Netherlands

Mr. Marc Zeenny	Economic & Commercial Attaché
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United Nations Organizations

Unicef

Ms. Colette Najm	Programme Specialist – Qobayat Akkar.
Ms. Violet Speek-Wzmery	Chief Field Operations/Social Policy

UNDP

Mr. Bastien Revel	Interagency Coordinator Social Stability and Livelihoods
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FAO

Ms. Faten Adada	Agriculture Development Consultant
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UNRWA

Ms. Nuha Sami Hammoud	Programme Support Officer
Mr. Jamil Kanaan	

Mr. Ahmad Mouh

UNHCR

Mr. Rayan Koteiche Programme Officer

Diplomatic Representations

Delegation of the European Union to Lebanon

Ms. Virginie Cossoul Attache – Trade and Private Sector Development

Lebanese Governmental Institutions

Ministry of Labour

Dr. Rabih B. Kabbara Minister Adviser
Mr. Georges Ida Director General
Ms. Nazha Chalita Head of Child Labour Unit

National Employment Office

Ms. Ghada Nachef Chabab Head of Employment Department
Mr. Raymond Mouawad Chief – Tripoli

Ministry of Agriculture

Ms. Abir Abou El Khoudoud Al Hawi Chief deparment VET
Mr. Mohamad Taleb Chief Department Akkar

Lebanese Agriculture Research Institute (LARI)

Mr. Michel Issa El Khoury Chief Department Abdeh Station

Trade Union

FENASOL

Mr. Castro Abdallah President

Local and International NGOs

Rene Mouawad Foundation

Mr. Nabil Moawad President
Mr. Antonio Mouawad Project Manager
Mr. Carlons Nakad Project Coordinator

Safadi Foundation

Mr. Anwar Dernayka Manager
Mr. Emile El Asmar Agriculture Engineer
Mr. Bassem El Khoury Agriculture Engineer

BIAT

Mr. Fawaz Hamidi Director
Mr. Rami El Sayegh System Engineer – Project Coordinator

Souk El Tayeb

Ms. Jihane Chahla Project Director

North LEDA

Mr. Simon Bachawati Director

Michel Ziade Project Coordinator
International Rescue Committee (IRC)
Mr. Naim Frewat Senior Livelihoods Manager
Ms. Hanadi Mikael Livelihood Senior Officer
Ms. Maria Hassrouni Senior M&E Officer
Ms. Myriam Zmeter Business Counsellor

AVSI

Ms. Marina Molino Lova Deputy Representative
Ms. Samar Khalil Agriculture Field Coordinator

AKKAR Network for Development (AND)

Ms. Farah Sankari Executive Director
Mr. Ahmad Akl Project Coordinator

MADA

Eng. Nidal El Merheb Project Coordinator

Institut Europeen de Cooperation et de Developpement

Mr. David El Chabab Technical Expert

Danish Refugee Council

Ms. Tamara Nicodeme Cash and Livelihoods Coordinator

World Vision

Ms. Corinne Sakr Akkar Area Manager

Municipalities

Mr. Khaled Taha Mayor - Municipality Tal Hayat
President of cooperatives

Annex 5

List of publications produced within the framework of the project

“Enabling job resilience and protecting decent work conditions in rural communities affected by Syrian refugees crisis in northern Lebanon”

July 2014 - December 2016

Research:

Title	Overview	Type	languages	Date issued
LED dialogue - Sector Selection Unpublished report	LED dialogue report providing summary of finding and recommendations for sectors with potential growth Produced in collaboration with North LEDA	Report	English	November 2014
Value Chain Analysis POTATOES AND LEAFY GREEN VEGETABLES: VALUE CHAIN ANALYSIS (AKKAR, LEBANON) VCA report: http://www.ilo.org/beirut/publications/WCMS_449868/lang-en/index.htm	Value Chain Analysis report covering the status of potato and leafy green sectors and providing recommendations on areas of improvement including potential intervention for developing these sectors. Produced by ILO in collaboration with ITC.	Research Report	Arabic and English	May 2015
Labour Market Information Review and Analysis http://www.ilo.org/beirut/publications/WCMS_559670/lang-en/index.htm	This report provides a compilation and analysis of various labour market information available. It provides inputs on identified labour market trends and recommendations addressing challenging of the labour market Produced by ILO in collaboration with Knowledge Development Co. (KDC)	Research Report	English	May 2015
Company Profile – potato subsector Unpublished report	Mapping that provides inputs on companies involved in the production, processing and exporting of potatoes conducted to identify potential partner from the private sector to support LED interventions in this sector	Report	English	Jan 2016

	Produced by ILO in collaboration with ECE consultant			
Leafy greens - Market Study Lebanon Unpublished report	Provide data analysis and recommendations on leafy green varieties in demand at the domestic market and potential markets representing growth opportunities for farmers based in Northern Lebanon and the Akkar region in particular. Produced by ILO in collaboration with ECE consultant	Research Report	English	April 2016
Leafy Green - Feasibility Study Unpublished report	Provide complementary research as feasibility study focusing on identified six promising types of leafy greens with growth potential. Developed in collaboration with ECE Consultants	Research report	English	September 2016
Matching skills and jobs in Lebanon – Main features of the labour market, challenges, opportunities & recommendations http://www.ilo.org/beirut/information-resources/factsheets/WCMS_559673/lang--en/index.htm	This publication highlights the importance of improved anticipation of skills for job matching. It examines key factors influencing the evolution of skills supply and demand and provides general guidance on labour market trends and job opportunities in various economic sectors with a particular focus on North Lebanon. It also identifies why skills anticipation is important and offers insight on ways of avoiding potential gaps between skills demand and supply Produced by ILO	Policy brief	English Arabic	October 2016
Towards Coordinated Efforts for Effective Labour Market Information and Employment Services in Lebanon http://www.ilo.org/beirut/information-resources/factsheets/WCMS_554182/lang--en/index.htm	A note aiming to highlight the importance of a stronger labour market intermediation function to tackle current employment challenges in Lebanon Produced by ILO	Policy brief	English Arabic	October 2016

Booklets and guides:

Title	Overview	Type	languages	Date issued
<p>Guide on labour law</p> <p>Unpublished</p>	<p>Provide an overview on the Lebanese labour law including rights and obligations of workers and employers, requirements for access to work for foreigners and jobs open to non-nationals</p> <p>Developed in collaboration with Caritas Lebanon Migrant Center</p>	guide	Arabic	October 2014
<p>Curricula on potato and leafy greens (Student book and Trainer's guide)</p>	<p>Provide training course on good agriculture practices related to potato and leafy greens production.</p> <p>Developed in collaboration with North LEDA and Ministry of Agriculture</p>	books	Arabic	September 2014 Revised April 2016
<p>Towards the right to work A guidebook for designing Innovative Public Employment Programmes</p> <p>http://www.ilo.org/beirut/publications/WCMS_559668/lang--en/index.htm</p>	<p>Guidebook on IPEP adapted to the Lebanese context</p>	Guidelines	English	November 2015 Updated version: November 2016
<p>Guidance on export procedures</p> <p>ارشادات خاصة باجراءات التصدير</p> <p>Available online on CCIAT and BIAT websites (link in process)</p>	<p>Guide that provides an overview on export procedures including papers required during the process of export, custom duties, incoterms, export routes, export requirements to EU.</p> <p>http://www.biatcenter.org/index.php/projects/index/11</p> <p>http://www.biatcenter.org/ckfinder/userfiles/files/Export%20Procedure%20brochure%20Ar.pdf</p> <p>Produced in collaboration with CCIAT and BIAT</p>	Brochure/leaflet	Arabic and English	June 2016

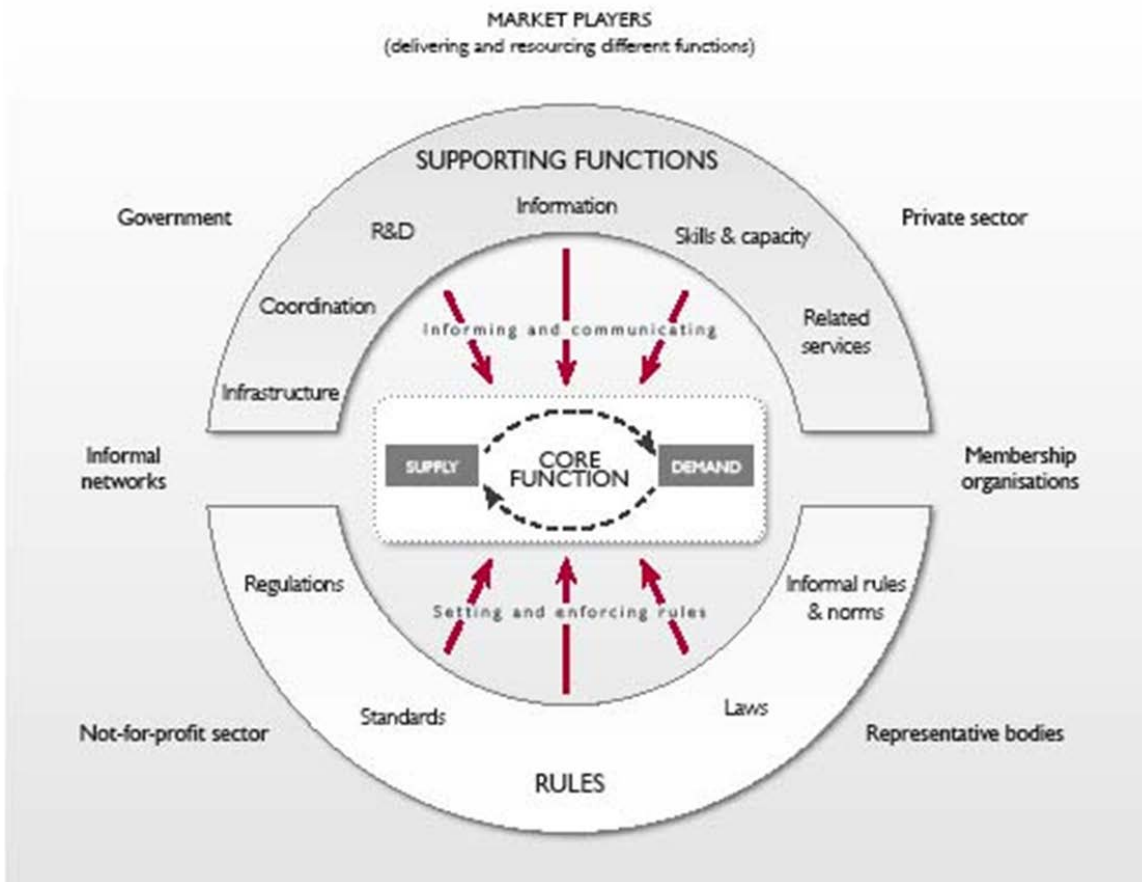
<p>Market trends on modern technologies and potential business</p> <p>دليل عن اتجاهات الأسواق حول التقنيات الحديثة و الأعمال التجارية المحتملة</p> <p>http://www.bi-atcenter.org/ckfinder/userfiles/files/Market%20Trends%20english(1).pdf</p>	<p>Guide providing inputs on business solutions, business ideas, new technologies, and potential business ideas in the agribusiness sector.</p> <p>Produced in collaboration with CCIAT and BIAT</p>	Brochure/leaflet	Arabic and English	June 2016
<p>Booklet on leafy greens in demand at the domestic market</p>	<p>Promotional booklet on 4 varieties of leafy green in demand at the domestic market. It includes general information on the benefit and characteristics of these varieties and a selection of recipes.</p> <p>In collaboration with Safadi Foundation</p>	Brochure /booklet	Arabic	Published 2016

Videos and project website

- Project website (brief): http://www.ilo.org/beirut/projects/WCMS_234666/lang--en/index.htm
- Situation of farmers (video): http://www.ilo.org/beirut/media-centre/fs/WCMS_370362/lang--en/index.htm
- Women empowerment intervention (video): http://www.ilo.org/global/about-the-ilo/newsroom/features/WCMS_453247/lang--en/index.htm
- Towards the right to work: a guidebook for designing IPEP, background and experiences from the Syrian refugee crisis in Lebanon' http://www.ilo.org/beirut/publications/WCMS_559668/lang--en/index.htm
- 'Labour Market Information Review and Analysis: In-focus on Northern Lebanon' http://www.ilo.org/beirut/publications/WCMS_559670/lang--en/index.htm
- Policy Brief: 'Towards coordinated efforts for effective labour market information and employment services in Lebanon' http://www.ilo.org/beirut/information-resources/factsheets/WCMS_554182/lang--en/index.htm
- Policy Brief: 'Matching skills and jobs in Lebanon: Main features of the labour market – challenges, opportunities and recommendations' http://www.ilo.org/beirut/information-resources/factsheets/WCMS_559673/lang--en/index.htm

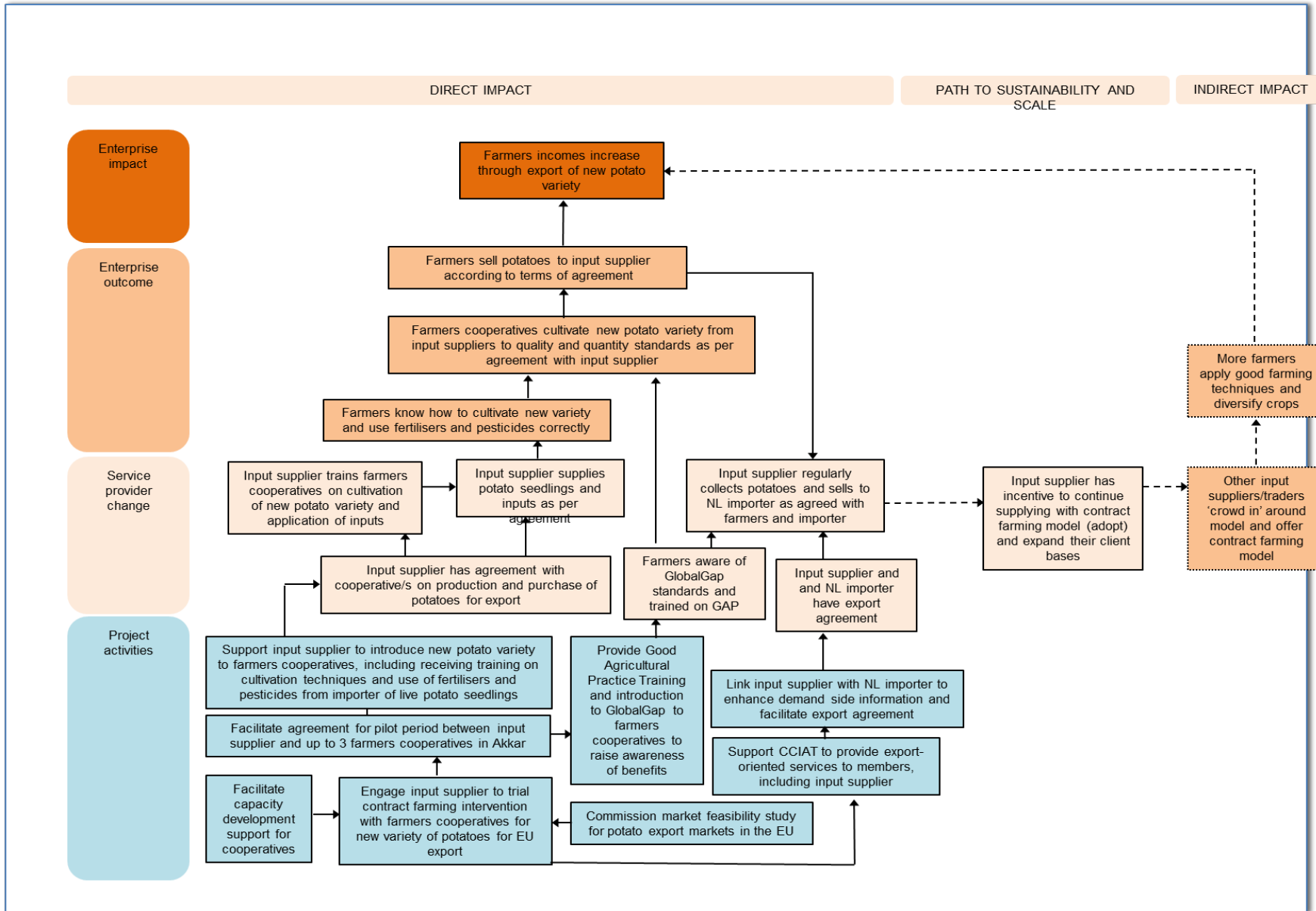
Annex 6

Model of Making Markets work for the Poor (M4P)



Annex 7

Example of Results Chain designed by the project for a potential intervention plan in the subsector of Potatoes



Annex 8

Socio-economic interventions were identified and planned as per the 'Making the Market Work for the Poor' (M4P) approach – September 2015

1. Increased market opportunities through export (potatoes) and new varieties (leafy green vegetables)

- i. Training in good agricultural practices for targeted cooperatives
- ii. Promote and support GLOBALGAP certification for targeted cooperatives
- iii. Strengthen Chamber of Commerce, Industry and Agriculture of Tripoli and North Lebanon in provision of an export support service
- iv. Export oriented capacity building to Traders/Wholesalers/Processors/Exporters, including awareness on export logistics
- v. Support advocacy for renewal of the EU's derogation of the import ban on Lebanese potatoes and create a designated point of entry to the EU for Lebanese potatoes in the Netherlands
- vi. Conduct market research on the potential of Akkar's potatoes in selected EU markets and on domestic demand for leafy green vegetables
- vii. Create linkages between farmers, traders, exporters and importers in export markets to ensure the production of varieties in demand, focussing on quality and quantity; offering support related capacity building, ideally by supporting a pilot using a contract farming model

2. Reduced costs of production, distribution and marketing through strengthened cooperatives

- i. Strengthen targeted cooperatives through capacity building regarding cooperative management and self-sustainability in order to increase their bargaining power
- ii. Facilitate business management training for targeted cooperatives to increase cooperative ability and the necessary awareness to act as an enterprise
- iii. Support provision of extension services and technical training through a market systems approach such as on crop rotation, or introducing new varieties or new techniques, targeting particular cooperatives; in addition to training on good agricultural practices

3. Reduced decent work gap in value chains

- i. Support women's groups in processing and marketing of potatoes and leafy green vegetables
 - Vocational training
 - Business management training

- Marketing support
 - Business start-up support
- ii. Increase awareness of child labour and associated risks and protect affected children working in targeted cooperatives
- Facilitate round table discussions with relevant stakeholders in targeted areas
 - Facilitate increasing awareness of farmers in targeted cooperatives regarding child labour, and in particular the worst forms of child labour
 - Facilitate provision of information on child labour and the associated risks for affected families working for targeted cooperatives
 - Support affected children through the provision of protection kits

ANNEX 9 – LESSONS LEARNED TEMPLATE (filled in by the evaluator)

ILO Lesson Learned Template	
Project Title: Enhancing Job Resilience and Protecting Decent Work Conditions in Rural Communities Affected by the Syrian Refugee Crisis in Northern Lebanon	Project TC/SYMBOL: LEB/14/02/ITA LBN/12/02/RBS LBN/16/01/RBS
Name of Evaluator: Wael Zakkar	Date: March 2017
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	Text
Brief description of lesson learned (link to specific action or task)	<p>M4P approach and value chain development in agriculture appropriate to a transitional phase between relief and development rather than an emergency context.</p> <p>The project of Enhancing Job Resilience and Protecting Decent Work Conditions in Rural Communities Affected by the Syrian Refugee Crisis in Northern Lebanon adopted the M4P approach through the implementation of Value Chain development in agriculture under Components II and III. In this regards, the project has been very effective in mobilizing all local stakeholders as well as in ensuring proper coordination and supporting functions. However, putting in place all these factors takes time. More time will be needed to achieve ultimate success in bringing about income generation as a result of export or sales in the local market. A timeframe of 2-3 years is projected for success in the value chain in agriculture. This is not a module capable of being implemented in a short time in an emergency setting, but is more appropriate for a transitional phase between emergency and development contexts.</p>
Context and any related preconditions	<p>The project was supposed to successfully design and implement a Local Economic Development module that could bring about income generation for local communities.</p>
Targeted users /Beneficiaries	<p>ILO Geneva – DEVINVEST Department ILO RoAS</p>
Challenges /negative lessons - Causal factors	<p>The project was initially for short period of time (one year) followed by a sequence of short extensions which were not planned in advance.</p>

	<p>Gathering all the factors and elements needed for the value chain development in agriculture would have taken time (a minimum of two years).</p> <p>The project had not yet achieved export outcomes at level of the Potato value chain at its conclusion and thus no income generation has yet accrued to farmers and participant cooperatives.</p>
Success / Positive Issues - Causal factors	<p>The project achieved sales on local market for leafy greens. It has not yet achieved exportation action or sales on the local market for potatoes. However, the project has been very effective in mobilizing all local stakeholders (including local government bodies, the private sector, civil society, development organizations as well as the local community and cooperatives), as well as in ensuring proper coordination and most of the supporting functions necessary for the value chain. The latter has included ensuring the infrastructure and related services exist for planting success, extensive information and knowledge transfer, intensive capacity building, R&D (through the demo plots of potatoes and leafy green vegetables), and definition of the standards and norms to be followed to meet European requirements.</p>
ILO Administrative Issues (staff, resources, design, implementation)	<p>A new project should be designed extending the project of 2-3 years duration. Sufficient RBSA funds should be allocated from the beginning. The new project should focus on value chain development in agriculture in order to ensure the continuity of project activities and bring about exports and sales on the Lebanese market. In terms of staff, a Trade Specialist would be needed in addition to the existing team structure.</p>

LL Element	Text
Brief description of lesson learned (link to specific action or task)	<p>Importance of a national steering committee even in a project focusing on a local community</p> <p>The project of Enhancing Job Resilience and Protecting Decent Work Conditions in Rural Communities Affected by the Syrian Refugee Crisis in Northern Lebanon has adopted a decentralized and local approach of implementation focusing on local communities in Northern Lebanon, and therefore created only local steering committee. However, entry points for programming in fragile and post-crisis situations demonstrate the appropriateness of specific approaches and can also inform or influence the policies and practices of the government and other actors. Thus they have to be perceived as far as possible as opportunities for strategic approaches⁹⁴. To better inform and influence government policies and practices, the project and ILO should have created a steering committee at the central level in addition to the local one. The latter should have included representatives from MoA, MoL, Ministry of Economy, National</p>

⁹⁴ Employment and Decent Work in Situations of Fragility, Conflict and Disaster – ILO, 2016

	Federation of Trade Unions and Federation of Chambers of Commerce. In addition to better informing and influencing policies, such a committee would have enhanced the national ownership of the project (in complementarity to the strong local ownership established). It would have also supported the project in overcoming some of the structural, policy and legislative barriers, and paved the way for action to resolve these barriers, such as the ratification by Lebanese government of Convention 181 on private employment agencies. This appeared to be a serious barrier to the implementation of Component I of the project in connecting employment agencies to one another as well as to the public NEO.
Context and any related preconditions	The project of Enhancing Job Resilience and Protecting Decent Work Conditions in Rural Communities Affected by the Syrian Refugee Crisis in Northern Lebanon has adopted a decentralized and local implementation approach, focusing on local communities in Northern Lebanon. Based on this, it created a steering committee at the local level to monitor and coordinate activities under Components 2 and 3. It did not consider the additional creation of a national steering committee, judging it unnecessary due to the local steering committee.
Targeted users /Beneficiaries	Project Team ILO RoAS ILO Geneva – DEVINVEST Department
Challenges /negative lessons - Causal factors	As the project is implemented at the local level in North Lebanon, it was thought that a local steering committee (for Components II and III) was much more relevant and would be sufficient for project implementation. Furthermore, the fact the project was short term in nature was a reason for not creating a central steering committee in addition to a local one.
Success / Positive Issues - Causal factors	Certainly the local steering committee played a very good role in terms of coordination among different local stakeholders for Components II and III of the project.
ILO Administrative Issues (staff, resources, design, implementation)	A national steering committee should be included in future ToRs for projects, even those oriented locally in specific regions, to exist in complementarity to local implementation/executive committees.

LL Element	Text
Brief description of lesson learned (link to specific action or task)	Enhancing Job Resilience and Protecting Decent Work Conditions in Rural Communities Affected by the Syrian Refugee Crisis in Northern Lebanon should have been designed as a programme not a project.

	<p>For programming in fragile and post-crisis contexts, ILO guidelines⁹⁵ emphasize the importance of an approach with a long-term rather than a short-term perspective. “Programmes ensure prolonged action and support and are more likely to deliver sustainable results”⁹⁶. This was not the case in this short-term project.</p> <p>Furthermore, the evaluation considers that implementation of this project would have benefitted from a dimension focused on the central level, complementary to the local dimension level. This could have consisting of building the capacity of the Ministry of Agriculture centrally, as well as the cooperative and education departments within the ministries. It could also have addressed the legal status of employment services and advocated for the ratification of the 181 Convention. Another focus could have been a review of the structure of NEO or the entire system of employment services. Given the short-term nature of the project, in practical terms this dimension would not have been possible.</p>
Context and any related preconditions	The project on Enhancing Job Resilience and Protecting Decent Work Conditions in Rural Communities Affected by the Syrian Refugee Crisis in Northern Lebanon was designed on urgent basis in order to position ILO within the mechanism of support for the Syrian crisis in Lebanon. Hence it was designed as a short-term project.
Targeted users /Beneficiaries	ILO Geneva – DEVINVEST Department
Challenges /negative lessons - Causal factors	<p>Enhancing Job Resilience and Protecting Decent Work Conditions in Rural Communities Affected by the Syrian Refugee Crisis in Northern Lebanon had a status of a project, but had a number of areas to cover and a horizontal agenda which required programme status.</p> <p>This certainly created constraints for implementation. Future iterations should adopt ILO guidelines and recommendations in terms of design on the basis of a programme for three year implementation.</p>
Success / Positive Issues - Causal factors	
ILO Administrative Issues (staff, resources, design, implementation)	A programme rather than a project document should be considered for interventions in emergency/recovery phases.

⁹⁵ Employment and decent work in situations of fragility, conflict and disaster – ILO-Geneva 2016

⁹⁶ Same source

LL Element	Text
Brief description of lesson learned (link to specific action or task)	<p><u>Importance of platform managed by local development centre</u></p> <p>Farmers and cooperatives in the rural communities of Akkar have to deal with a number of authorities and service providers in their activities. They have to address this step by step and in a time consuming and costly set of procedures. In many cases they cannot properly address challenges and complexities related to ensuring the inputs and services needed for their activities.</p> <p>Therefore, ILO project of Enhancing Job Resilience and Protecting Decent Work Conditions in Rural Communities Affected by the Syrian Refugee Crisis in Northern Lebanon should have considered the creation of a platform/One Stop Shop, <u>managed by local development centre such as North LEDA</u>, that would provide multilevel and multidimensional support to farmers in terms technical orientation and advise on crops, input provision, coordination among local actors and labour needs matching in local agriculture sector. This would also enhance the sustainability and continuity of project action in the future.</p>
Context and any related preconditions	<p>Previous experiences in fragile or recovery contexts such as PRODERE programme in Latin America⁹⁷ included and emphasized the creation of Local Economic Development Agencies (LEDAs). They are local centres that provide orientation and information on crops, prices, regulations and subsidies. They had also the mission of creating jobs through the promotion of economic initiatives by local populations under ILO auspices, through the creation of small enterprises or supporting cooperatives. They were also places for social gathering and cohesion among farmers and local communities. Dozens of LEDAs were created through the PRODERE programme.</p>
Targeted users /Beneficiaries	<p>Project Team ILO RoAS</p>
Challenges /negative lessons - Causal factors	<p>Farmers and cooperatives in rural communities of Akkar have to deal with a number of authorities and service providers. They need to address this in a step by step manner in accordance with time consuming and costly procedures. In many cases they cannot properly address the challenges and complexities related to ensuring the inputs and services needed for their activities.</p>
Success / Positive Issues - Causal factors	

⁹⁷ Alfredo Lazaerte, Hans Hofmeijer and Maria Zwanenburg- Local Economic Development in Central America – The PRODERE Experience – ILO-Geneva 1999.

ILO Administrative Issues (staff, resources, design, implementation)	A platform/one stop shop should be considered a part of a future replication of the existing project.
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LL Element	Text
Brief description of lesson learned (link to specific action or task)	<u>Addressing the challenges of the labour market cannot be addressed via a simple component of a project (Component I of this project) but should be addressed in a complete, integrated project or programme.</u>
Context and any related preconditions	The project did not lead to significant achievements under the axis/Component I on enhancing access to employment opportunities.
Targeted users /Beneficiaries	ILO Geneva – DEVINVEST Department ILO RoAS
Challenges /negative lessons - Causal factors	The labour market in Lebanon represents a number of constraints to the success of the current project. The first step to tackling these would be an analysis of labour market dynamics nationally and a better understanding of factors relating to supply and demand. However, there are also institutional constraints to be tackled, and the need for analysis of existing legislation and its impact on agricultural supply and demand. Rather than a short-term project, such obstacles require the focussed attention of a longer-term intervention at national level.
Success / Positive Issues - Causal factors	
ILO Administrative Issues (staff, resources, design, implementation)	Designing a project reviewing the entire system of employment services in Lebanon is necessary. Staff and resources should be allocated to that specific project.

LL Element	Text
Brief description of lesson learned (link to specific action or task)	<u>Tripartitism always but effective tripartitism</u> It would not be possible to bring about improvements in decent working conditions in rural communities without involving the trade unions that are supposed to defend the rights of these workers as a key partner.
Context and any related preconditions	In the context of project implementation in which farmers and workers in rural communities are deprived of essential rights and do not benefit from social protection networks, it would not be possible to bring about improvements in decent working conditions in rural communities without involving the trade unions that are supposed to defend the rights of these workers as a key partner ⁹⁸ in an effective way, thusly to address the existing deficits in terms of workers' rights in rural areas through a specific output and an action plan with short-term, mid-term and long-term aspects.
Targeted users /Beneficiaries	Project Team
Challenges /negative lessons - Causal factors	There is marginalisation of farmers by Trade Unions, combined with deprivation from social protection for farmers and workers in agriculture. They are also deprived of several rights by Lebanese law. The Union of Workers in agriculture has limited capacity and is not capable of advocating for the rights of farmers and workers in agriculture.
Success / Positive Issues - Causal factors	
ILO Administrative Issues (staff, resources, design, implementation)	The project team should further involve ILO Senior Workers specialist and Senior Employers specialist in the implementation of the project.

⁹⁸ Not only through invitation to attend workshops and benefit from capacity building in the area of value chain.

LL Element	Text
Brief description of lesson learned (link to specific action or task)	<p><u>Despite the wide participatory approach vis-à-vis local stakeholders, a key local stakeholder and leader is necessary</u></p> <p>While the project built synergies with wide number of local stakeholders to implement different project components, it did not build specific ties with a designated leader among these stakeholders to take charge of leading the others and ensuring coordination. The project team assumed the leadership and coordination role themselves.</p>
Context and any related preconditions	<p>The project built synergies with a wide number of local stakeholders to implement different components of the project. Each partnership was based on stakeholder know-how, comparative advantage and networks with local communities. The project team took the leadership and coordination role among the different local stakeholders in order to ensure that the whole project was implemented effectively.</p>
Targeted users /Beneficiaries	<p>Project Team ILO RoAS</p>
Challenges /negative lessons - Causal factors	<p>This led to a situation in which project sustainability and continuity would be quite fragmented at the activity level, if not for the whole project, due to the absence of a key local stakeholder in a leadership role. Each local stakeholder will have to ensure the sustainability of the component or activity that they themselves are implementing. There will not be holistic sustainability.</p>
Success / Positive Issues - Causal factors	<p>The project team was very dynamic. Its direct coordination approach brought about high levels of effectiveness in terms of implementation. However, no key local partner exists to take the lead among local stakeholders.⁹⁹</p>
ILO Administrative Issues (staff, resources, design, implementation)	<p>An MoU should be signed in future iterations with a key partner (CCIAT) to ensure coordination of the project vis-à-vis different stakeholders under the follow-up of the ILO project team.</p>

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⁹⁹ While the Netherlands Embassy signed an MoU with RMF for a subsequent phase of the project, and while RMF is a dynamic stakeholder, it would not be able to take a leadership role vis-à-vis organizations such as Safadi or IRC, which consider themselves as peers on the same level as RMF.

ANNEX 10 – EMERGING GOOD PRACTICE TEMPLATE (filled in by the evaluator)

ILO Emerging Good Practice Template	
<p>Project Title: Enhancing Job Resilience and Protecting Decent Work Conditions in Rural Communities Affected by the Syrian Refugee Crisis in Northern Lebanon</p>	<p>Project TC/SYMBOL: LEB/14/02/ITA LBN/12/02/RBS LBN/16/01/RBS</p>
<p>Name of Evaluator: Wael Zakkar</p>	<p>Date: March 2017</p>
<p>The following lessons learned have been identified during the course of the evaluation. Further text explaining these lessons may be included in the full evaluation report.</p>	

GP Element	Text
Brief description of good practices; link to specific action, task or policy	<p><u>Building synergies with other effective development actors and initiatives which already exist internationally and locally led to gains in time and better performance of the project implementation</u></p> <p>The project adopted an approach of building synergies and partnerships with a number of local stakeholders and to implement the project via these actors. This led to high performance in terms of implementation, saved time and enhanced local ownership and sustainability.</p>
Relevant preconditions, context	<p>ILO guidelines¹⁰⁰, recommend that ILO should avoid implementing projects in isolation from other vulnerability and post-crisis actors as far as possible. Instead, it should partner with constituents and other organisations in a broader, common comprehensive effort, ultimately increasing the impact. This was exactly the approach used by this project and proved to perform very well, saving time and creating a good impression for the ILO and creating credibility among local and national stakeholders.</p>
Causal Factors	<p>Project built upon the know-how and comparative advantage of each stakeholder in terms of their capacity and local networks.</p>
Targeted users /beneficiaries	<p>DEVINVEST ILO RoAS EVAL UN organizations</p>
Indicate measurable impact	<p>Extent of effectiveness of the project under axes II & III.</p>

¹⁰⁰ Employment and decent work in situations of fragility, conflict and disaster – ILO-Geneva 2016

	Dimensions and elements of the value chain put in place in a relatively short time
Potential for replication	Wide potential either for a continuation of this project or for other ILO projects in Lebanon and the region
Link to Country Programme Outcomes or ILO Policy	
Other relevant documents or comments	Employment and decent work in situations of fragility, conflict and disaster – ILO-Geneva 2016

GP Element	Text
Brief description of good practices; link to specific action, task or policy	<u>Strong advocacy/communication dimension of the project led to positioning ILO well within the UN mechanism of support to Lebanon during the Syrian refugee crisis</u>
Relevant preconditions, context	The project prepared a significant number of different kinds of advocacy and communication tools to advocate the principles of the value chain but also to show the results of the project. Different studies and reports were published in addition to a number of brochures and leaflets and guidelines.
Causal factors	This raised awareness and contributed to capacity building and standardization; it also brought wide credibility to the project and ILO action in Lebanon, contributed to ILO's reputation as part of the mechanism of supports to Lebanon during the Syrian crisis.
Targeted users /beneficiaries	DEVINVEST ILO RoAS
Indicate measurable impact	High credibility of the project among stakeholders. Good positioning of ILO within the mechanism of supports to Lebanon – Standardization.
Potential for replication	High, either within Lebanon or the region, as well as in other emergency and recovery contexts
Link to Country Programme Outcomes or ILO Policy	
Other relevant documents or comments	Different guidelines, brochures and reports were published under the project.

GP Element	Text
<p>Brief description of good practices; link to specific action, task or policy</p>	<p><u>The standardization enhancement was targeted by the project despite the short term dimension and led to setting a milestone, the potential for future action, a culture of change, and discipline among local communities and stakeholders, in addition to increasing ILO credibility</u></p>
<p>Relevant preconditions, context</p>	<p>Immediate Objectives II and III were related to the value chain development and led to significant progress in the area of standardization. Poverty reduction and local economic development in agriculture through a focus on the value chain development as well as M4P were promoted well by the project, and indeed, although other projects have addressed value chain development in agriculture¹⁰¹, this project contributed to shaping a module on value chain development in agriculture based on its approach, incorporating mapping, consultation and participation, advanced partnerships with local stakeholders, value chain analysis, capacity building and coaching, and the implementation of demo plots. All this was supported by the creation of guidelines and standards for value chain development vis-à-vis potatoes and leafy green vegetables¹⁰². This was also complemented by building the capacity of farmers, cooperatives and other line local stakeholders, including public sector and local development organizations, on Global Gap standards and the European Code for Export Compliance. Participants were coached on how to meet these standards in their demo plots¹⁰³. The project could be considered as having set a milestone in this regard¹⁰⁴.</p>
<p>Causal factors</p>	<p>1- Introduction by the project of new potato seeds suitable for export to the EU and the implementation of demo plots. 2- Project focus on building local capacity and coaching on Global Gap standards and European Code for Export Compliance 3- Preparation and publication of guidelines, complemented by 4- Building networks among local stakeholders and linking them to external partners.</p>

¹⁰¹ FAO,UNDP – Recovery and Rehabilitation of the dairy sector in Beqaa Valley and Hermel Akkar Uplands- Final Programme Narrative Report – 01.09.2012 – 07-07.2015

¹⁰² Hisham El Gazzar -Potatoes and Leafy Green Vegetables: Value Chain Analysis - Akkar, Lebanon- - ILO ROAS-2015

¹⁰³ (IMC-CCPB Group - Global Gap Proposal of Implementation and Certification Proposal).

¹⁰⁴ European Institute for Export Compliance – European Code for Export Compliance – EU-CEC

Targeted users /beneficiaries	ILO DEVINVEST ILO RoAS ILO EVAL
Indicate measurable impact	Quality of crops – effectiveness of implementation by beneficiaries of the project – willingness of local beneficiaries, including farmers and cooperatives, to continue beyond the pilot phase.
Potential for replication	High in projects implemented in an emergency, recovery and transitional phase and also in different classic development projects.
Link to Country Programme Outcomes or ILO Policy	
Other relevant documents or comments	

GP Element	Text
Brief description of the good practice; link to specific action, task or policy	<u>Setting a common goal, mobilization of different local stakeholders and beneficiaries to reaching that common goal, creating intra-synergies and coordination mechanisms leading automatically to social cohesion</u>
Relevant preconditions, context	The project was highly effective in working with local development actors and encouraging them to work together. This allowed the project to overcome multiple obstacles and to speed the project implementation. One such achievement was the promotion of new planting approaches and a more modern culture of collective work, representing a move away from more traditional ways of working. These approaches were more in line with European standards and improved the value chain development. This progress was directly due to the project’s collaboration with Safadi, RMF North Lebanon and LARI from the public sector. The project also contributed to increased collaboration among these entities themselves, helping to foster a culture of teamwork to achieve their goals. For instance the four participant cooperatives began to communicate more in relation to value chain development ¹⁰⁵ , having a positive effect on their cohesion and effectiveness.

¹⁰⁵ Meeting of the evaluator with the heads of cooperatives – Safadi Foundation

Causal factors	Social cohesion was created by the project approach of: 1-Setting a common goal (exporting through implementing value chain development in agriculture in two varieties); 2-Creating synergies and networking among different local stakeholders; 3- Establishing a coordination mechanism (steering committee); 4- Organizing different training sessions and capacity building workshops with the wider participation of all beneficiaries to create spaces for exchange, connection and social bridges; 5- Mobilization of all involved in implementation to achieve the goal
Targeted users /beneficiaries	ILO DEVINVEST ILO RoAS UN organizations
Indicate measurable impact	Stakeholders cooperating among themselves as a result of the project. This was not the case before.
Potential for replication	High in different contexts of emergency, recovery and local development.
Link to Country Programme Outcomes or ILO Policy	
Other relevant documents or comments	

GP Element	Text
Brief description of the good practice; link to specific action, task or policy	<u>Value chain development in agriculture is a good approach and model to implement in a transitional phase from emergency to development to bring about local economic development; could be adopted by ILO</u>
Relevant preconditions, context	Components II and III of the project were highly impactful and successful in using the M4P approach to mobilize local stakeholders in implementing the value chain development in agriculture. There was good coordination in this regard among local government bodies, the private sector, civil society, development organizations cooperatives and the local community. Extensive knowledge transfer and intensive capacity building were carried out. Research and development took place through the introduction of demo plots for crops, accompanied by the required infrastructure and compliance with the relevant standards and norms to produce for the European

	market. The project would have benefitted from having the three year duration to have been set at the outset.
Causal factors	<p>1-A core market which consists of simple exchanges of goods and services lies at the heart of market systems, while the value chain maps the relationships between buyers and sellers who are linked together. Each of their behaviors depends on their roles and functions, incentives and capabilities.</p> <p>2-Supporting functions: chains can only develop and survive if there are supporting functions, namely: services, resources, inputs including seeds, and infrastructures. A wider network of related services and infrastructure, such as transport services, material supply chains, electricity, and banking services are required for the core exchange to take place. The existence and quality of these supporting functions can therefore have a major impact on the benefits that poor people derive from these exchanges.</p> <p>3- Rules: value chains and supporting functions do not exist in isolation. They are always subject to laws, regulations, standards, social rules and behaviors that influence when, where and how exchanges take place.</p>
Targeted users /beneficiaries	ILO DEVINVEST ILO RoAS UN organizations
Indicate measurable impact	System established and put in place New standards adopted An extension of the project would lead to exports and income generation as the project, which was short, ended before this was achieved.
Potential for replication	High in transitional phase
Link to Country Programme Outcomes or ILO Policy	Country Programme Outcome LBN103 ILO Policy: Outcome 5 Decent Work in Rural Economies
Other relevant documents or comments	