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Improving living conditions and resilience of refugees displaced by the Syrian crisis and vulnerable hosting communities in Lebanon (ENABLE)

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

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Abbreviations

AICS	Italian Agency for Development Cooperation
AEP	Association d'Entraide Professionnelle
ALI	Association of Lebanese Industrialists
ALMP	Active Labour Market Policy
CDC	Community Development Centre
CfW	Cash for Work
CPO	Country Programme Objective
CTA	Chief Technical Advisor
DAC	Development Assistance Committee
DoA	Document of Action
DWCP	Decent Work Country Programme
EA	Evaluability Assessment
EIIP	Employment Intensive Infrastructure Project
EU	European Union
GD	Group Discussion
GRES	Gender Result Effectiveness Scale
ICT	Information and Communication Technologies
ILO	International Labour Organization
ITCILO	International Training Centre of the International Labour Organization
KII	Key Informant Interview
LCRP	Lebanese Crisis Response Plan
LRP	Lebanon Response Plan
LRBT	Local Resourced Based Technology
M&E	Monitoring and Evaluation
MoL	Ministry of Labour
MoSA	Ministry of Social Affairs
MSME	Micro, Small and Medium Enterprises
NDA	National Disability Allowance
NEO	National Employment Office
NSPS	National Social Protection Strategy
NGO	Non-Governmental Organization
OECD	Organization for the Economic Cooperation and Development
P&B	Programme and Budget
ROAS	Regional Office for Arab States
SDC	Social Development Centre
SDG	Sustainable Development Goal
SIYB	Start and Improve Your Business
SME	Small and Middle Enterprise
ToC	Theory of Change
ToT	Training of Trainers
ToR	Terms of Reference
TVET	Technical and Vocational Education and Training
UN	United Nations
UNHCR	United Nations High Commissioner for Refugees
UNICEF	United Nations Children's Fund
UNRWA	United Nations Relief and Works Agency
UNSDCF	United Nations Sustainable Development Cooperation Framework
WBL	Work Based Learning
WG	Working Group

Executive summary

Background and context

Project purpose, logic, structure, and current status

ENABLE is a three-year project, implemented with financial support from the European Union, aimed to respond to the challenges of refugees displaced by the Syrian crisis and vulnerable hosting communities in Lebanon.

Project activities take place under four main thematic areas: skills development; provision of short-term employment opportunities; strengthening of employment services; and entrepreneurship and private sector support. The anticipated results include increased access, with a gender sensitive focus, to livelihoods opportunities; provision of employment-oriented services and promoted the availability of short-term employment opportunities. Its geographical scope is nation-wide, and its budget is €10.000.000.

The project is managed by a team of seven staff based in Lebanon supported by regional and global specialists from the ILO Decent Work Technical Support Team at ROAS and from ILO Headquarters. The project formally began on 1 January 2023, but the inception phase effectively started the 8 March 2023. The project was planned to end on 31 December 2025.

The country's ongoing conflict dynamics, which intensified along 2024, affected the project implementation with some planned work put on hold and other activities adjusted to support emergency efforts. The ceasefire and the election of a new government in early 2025 has created a more conducive environment for advancing the changes proposed by the project. At the time of this evaluation, discussions were taking place for a non-cost extension.

Purpose, scope and clients of the evaluation

The purpose of this mid-term evaluation was to independently assess the overall performance of the project so far while reviewing its evaluability, and to highlight challenges, lessons learnt and good practices and provide practical recommendations for the remaining period. The evaluation covered all aspects of project implementation, assessing progress from inception, in March 2023, until May 2025. The geographical scope of the evaluation aligns with that of the project in each area of Lebanon.

The primary clients are the ILO/ENABLE team, the ILO ROAS Decent Work Team and the European Union as donor. The evaluation shall also be useful for other secondary audiences, particularly, the national government, other constituencies, ENABLE implementing partners and other ILO projects.

Methodology of evaluation

The OECD DAC criteria have guided the evaluation to respond to the 14 evaluation questions and seven sub-questions. The evaluation utilized the following data collection and analysis approaches:

- Document review: Review of the project design document, progress reports, assessments, budget information and implementing partners information and data.
- Interviews: Over 45 online and face to face conversations were carried out with 41 stakeholders, including the ENABLE team, ILO regional and global staff, implementing partners, constituents, the donor, and other development partners.
- A phone survey was applicated to 261 beneficiaries from project interventions.

- Group Discussions: 33 beneficiaries from different project activities participated in five focus group discussion in Lebanon.

The analysis uses different sources and elements depending on the content of each section. Primary qualitative data was coded and mapped against the analysis matrix. For the quantitative data, a basic descriptive analysis was performed. Bias in the evaluation data and conclusions was mitigated through standardising data gathering methods, including multiple and diverse data sources, and evidence triangulation.

Main challenges and limitations include the lack of proper project monitoring data and the absence of participation of representatives from supported municipalities and from People with Disabilities (PwD).

MAIN FINDINGS & CONCLUSIONS

Relevance: ENABLE remains relevant to the current government's priorities and its intended beneficiaries although some of the interventions proposed such as short-term employment opportunities linked to public works do not satisfy y longer-term employment needs expressed by many participants. The project has demonstrated its ability to adapt to changing needs during emergency and recovery phases. At the same time, it aligns well with EU priorities, supporting vulnerable populations affected by the Syrian crisis and promoting employment creation. ENABLE's integrated approach to employment, entrepreneurship and social protection also supports key ILO outcomes.

ENABLE's design proposed relevant intervention areas, such as skills development, short-term employment opportunities, support for employment services and self-employment creation. However, its theory of change failed to clearly articulate the causal links between its components. This resulted in fragmented and siloed reasoning, as reflected in the project's logframe. Furthermore, the absence of an intersectional gender analysis meant that the project adopted a 'gender and inclusion targeting approach'. Its monitoring system includes mostly adequate reach metrics, but the lack of a baseline for some key indicators and a formal monitoring plan weakens the project's capacity to track progress and assess effectiveness. Given these shortcomings and the evolving context in the country, the theory of change needs to be refined and the project monitoring system strengthened.

Coherence: ENABLE is well aligned with the ILO's strategic approach in Lebanon and is consistent with the broader portfolio of EU-funded interventions for the country. It has achieved good synergies with other ILO interventions, especially those focused on social protection and skills development, and has made efforts to coordinate with other EU interventions to avoid duplication, although there is potential for it to strengthen its connections with other EU interventions in support of the economy and recovery.

Effectiveness: Progress is uneven, as there are currently differences in the achievement of targets between outputs. Better results have been achieved in capacitating SDC staff, and a satisfactory number of participants have graduated from Work Based Learning (WBL) training. However, short-term employment opportunities have shown slower progress, although implementation has accelerated since the second quarter of 2025. Overall progress towards the project outcome remains limited, and it may be difficult to assess using the current metrics without a baseline and monitoring data. Progress is being made on gender participation targets, while there is insufficient data to assess progress on disability inclusion. However, efforts remain inconsistent overall and ENABLE needs to work towards

systematically integrating gender and intersectionality into its assessments, as well as into the design, implementation and monitoring of its activities.

A combination of external challenges and internal project features has impacted ENABLE's ability to deliver results. The Lebanon-Israel war, the ongoing political instability and the deep economic crisis have caused delays. At the same time, the project's broad design has been a 'double-edged sword', offering flexibility to respond to emerging needs, but also making it harder to maintain a clear strategic focus. On a positive note, the ILO's strong technical expertise and solid partnerships have helped to keep key stakeholders engaged and improve implementation quality.

Efficiency: There is an overall agreement that ENABLE has sufficient technical and financial resources. However, the low spending and commitment rates to date highlight the need for stronger implementation practices. The combination of external and internal factors mentioned in the effectiveness' section has also affected operational efficiency, alongside inadequate planning and insufficient monitoring. The project is efficiently meeting its gender participation targets, but no resources have been allocated to gender equality specific measures, reducing its ability to ensuring equitable outcomes for women and men. In terms of communication and coordination, ENABLE has formed collaborative partnerships and is utilising its resources effectively, notably by co-developing pilots and joint training programmes with other ILO initiatives. To leverage these resources more effectively in future, it is essential to enhance internal cohesion within the ENABLE team, increase coordination with other actors operating at the SDC level, and sharpen its strategic approach.

Orientation to impact: ENABLE has the potential to have a long-term impact, particularly if it implements a clearer strategic focus, stronger integration of its components, and better monitoring measures. Although performance is delayed, primarily with regard to employment outcomes, some progress has been made in strengthening institutional capacity and supporting policy implementation. These are areas that hold potential for lasting impact. Feedback from beneficiaries reflects a mixed picture, highlighting both successes and ongoing challenges in accessing suitable employment, particularly for those in short-term employment opportunities. Persistent gender barriers and intersecting forms of discrimination emphasise the need for more targeted interventions to address multiple and overlapping forms of exclusion.

Sustainability: An exit strategy has not yet been defined for the project, but the efforts to strengthen capacities and foster ownership within SDCs are laying the groundwork for sustainable results. A clear sustainability strategy could be built on these achievements by ensuring that SDCs' employment-related services are formally recognised by relevant government actors and that opportunities are available for ongoing support. Other measures could include providing gender and intersectional capacity building.

RECOMMENDATIONS, LESSON LEARNED AND GOOD PRACTICE

Recommendations

- Recommendation 1: Revise the project theory of change and update the project's Logframe.
- Recommendation 2: Develop a monitoring and learning framework.
- Recommendation 3: Prioritise strategic interventions and integrate the implementation of project components.
- Recommendation 4: Enhance coordination with national and development partners.

- Recommendation 5: Ensure that ENABLE is more gender-responsive and inclusive.
- Recommendation 6: Create additional and more comprehensive pathways for the different target groups to increase impact
- Recommendation 7: Ensure systematic application of conflict-sensitive approaches.
- Recommendation 8: Strengthen linkages with broader EU- funded interventions.

Lesson learned and good practice

- Lesson learned: Enhancing outreach and profiling in short-term placements activities improve uptake.
- Good practice: Providing capacity development opportunities for national partners strengthens service delivery and the sustainability of ENABLE's actions.

1. Introduction

The International Labour Organization (ILO) Regional Office for Arab States (ROAS) has commissioned an external evaluator to carry out the mid-term evaluation and the Evaluability Assessment (EA) of the ILO *Improving living conditions and resilience of refugees displaced by the Syrian crisis and vulnerable hosting communities in Lebanon* (ENABLE) project. The purpose of the evaluation exercise is two-fold:

- Assessing the overall performance of the project so far while reviewing its evaluability.
- Highlight challenges, lessons learnt and good practices and provide practical recommendations for the remaining period.

The report is structured as defined in the respective ILO guidelines, including particularly Checklist 4.2 on evaluation reports. It describes the project context (chapter 2), the evaluation approach (chapter 3), the findings (chapter 4) and conclusions (chapter 5), as well as the recommendations (chapter 6). The Evaluability Assessment report, the suggested Theory of Change and the lesson learned and good practice, are included in the annexes to the report.

2. Background

2.1. Brief context Overview: Lebanon's Political Economy

Over the past decade Lebanon has faced a deep and complex crisis that undermined its political, economic, financial, fiscal and social stability. In addition to the ongoing influx of Syrian refugees, who have entered the country in large numbers since 2011 and putting increasing pressure on host institutions, since 2019 the country faced a severe economic and financial crisis accompanied by high inflation rates and high food and fuel prices, which were also exacerbated by the Covid-19 crisis and the explosion at Beirut port. These factors have triggered widespread job losses, driven large segments of the labour force into informality, and accelerated the emigration of skilled workers

Lebanon's labour market challenges are deeply intertwined with its political and institutional fragility. Decades of sectarian power-sharing, persistent political gridlock, and weak state capacity have constrained job creation, undermined confidence in public institutions, and fueled widespread informality and emigration¹. Frequent government deadlocks, such as the two-year presidential vacuum resolved only in early 2025, have weakened institutional coordination and delayed critical economic reforms contributing to widespread public distrust in institutions including those responsible of labor policies.

The Ministry of Labour, while institutionally mandated to oversee employment policy and services, has lacked the technical and financial capacity to implement active labor market policies (ALMP) and has been recognized as a politically influenced institution. The National Employment Office (NEO), under the MoL, is responsible for job intermediation, counseling, training, and labor data but, in practice, in the past years it has remained largely inactive in part due to lacking digital infrastructure, staffing and outreach mechanisms to provide

¹ World Bank (2024). Lebanon Poverty and Equity Assessment.

meaningful employment services². There is no current national employment strategy or reform roadmap endorsed by the MoL and operationalized by the NEO.

There are important inefficiencies in human capital utilisation and an important issue of skills mismatch between the limited labour market demand and the skills offered by TVET providers³. Other TVET deficiencies relate to the access and service delivery - with women and People with Disabilities (PwDs) facing barriers to entry- but also problems related to quality of the training provided and governance of the system.

Lebanon's private sector faces many challenges that limit its ability to create jobs. Political instability, weak infrastructure, and delays in economic reforms have discouraged both local and foreign investors. Most businesses in Lebanon are small or medium-sized enterprises (SMEs), which make up over 90% of the private sector⁴. However, they often struggle to grow because they can't easily access loans, especially after the banking crisis. Without reliable financial support and clear government policies, many businesses are hesitant to invest or hire new workers.

As a result, the Lebanese labour market is characterized by a low participation, high rates of informal work and low employment rates, particularly among women. The collective impact of the late crises has resulted in rising unemployment – with an increase rate from 11.4% between 2018 and 2019 to 29.6% in 2022⁵-, falling wages and working hours, and increased poverty rates, pushing several segments of the population, particularly Syrian and also Palestinian refugees, into informal employment and situations of severe economic vulnerability and poverty. Already with labour force participation rates significantly lower than men - the male participation rate was 66.2 %, significantly higher than the female rate of 22.2 % - women and girls are disproportionately affected by poverty and are limited in their capacity to access to economic opportunities and meet basic needs.

Women in Lebanon continue to face significant discrimination, with their access to education and employment shaped by multiple structural and social barriers. Job opportunities, wages, and prospects for career advancement remain limited due to entrenched gender norms and unsupportive legal frameworks. Women's participation in Technical and Vocational Education and Training (TVET) tends to be concentrated in traditional, lower-paying fields, while their labour force participation is often informal, unpaid, and underrepresented in leadership or high-income roles. In addition, the absence of preventive measures against harassment and gender-based violence (GBV) in workplaces and TVET institutions further restricts women's safe and equal participation⁶. Refugee women, in particular, face additional barriers, with limited support for continuing education beyond primary levels.

In this context, Lebanon's social protection system, highly fragmented and inequitable, has been unable to protect the population from the economic turbulence that hit the country, especially for those working in the informal sector. Provision of social protection is marked

² UNICEF (2021) [“The situation of children and young people in the Lebanese crisis 2020 Development Pathways 2021](#)

³ European Training Foundation (2020) *the*

⁴ World Bank (2022). *Lebanon Jobs Diagnostic*.

⁵ ILO and Central Administration of Statistics, Lebanon follow-up Labour Force Survey, January 2022 <https://www.ilo.org/publications/lebanon-follow-labour-force-survey-january-2022>

⁶ ILO (2024): *Gender mainstreaming into technical and vocational education and training (TVET) in Lebanon*.

with high levels of exclusion, narrow eligibility criteria and low coverage, with social protection programs fragmented and the social protection infrastructure underdeveloped.⁷

The Ministry of Social Affairs (MosA) operates Social Development Centres and Right and Access Centres (RCA) across Lebanon's regions. The latter are focused on supporting people with disabilities. They were designed to deliver basic social services including vocational training, literacy and life skills programs, some health services, and support for women and youth. SDCs and RACs have served and continue to serve both Lebanese citizens and refugees, especially in regions with high refugee populations⁸. However, while these centres are inclusive at the local level, their mandate and national policies primarily focus on Lebanese citizens. Refugee support is often provided through separate programs led by international organizations through UNCHR dependent Community Development Centres (CDC) and, in the case of Palestinian refugees through UNRWA own centres.

In practice, however, SDCs and RACs face major limitations due to underfunding, outdated infrastructure, and limited staffing. Despite these challenges, SDCs and RACs have remained trusted access points in local communities and while they are not primarily focused on employment - do not provide systematic job matching or labour data- several actors considered they could play a larger role in inclusive employment programming if adequately supported and integrated into a national employment strategy⁹.

2.2. The ENABLE project

ENABLE is a three-year project financed by the European Commission DG for Neighbourhood and Enlargement Negotiations (DG NEAR) aimed to respond to the challenges of refugees displaced by the Syrian crisis and vulnerable hosting communities in Lebanon. With an indicative budget of 10.000.000€, the project has as specific objective to *'Increase access to livelihood opportunities with a gender sensitive focus, for the self-reliance of refugees and vulnerable host communities'*.

The project theory of change, which explains the mechanisms or 'pathways' by which the desired change comes about, is set as follows: *"By providing livelihoods opportunities to enhance the economic capacity of the most vulnerable and marginalized communities residing in targeted areas, with particular attention to increased skills for refugees, female-headed and households integrating child and persons with disabilities combined with social assistance, will allow them to access market and become self-reliant in municipalities with reduced social tensions. By providing better and integrated employment services and short-term employment opportunities, there will be a reduced dependency on social assistance for the extremely poor and vulnerable, contributing towards social cohesion"* (ENABLE's DoA).

This intervention logic is translated to a results chain articulated around the specific objective (outcome) and two outputs. Output 1: *'Employment oriented services provided to vulnerable households, including households benefiting from social assistance and social services interventions'*, and Output 2: *'Local priority projects are implemented to promote short-term*

⁷Lebanon Inter-Ministerial Committee on Social Policy (2023): National Social Protection Strategy For Lebanon

⁸ [UNCHR: LEBANON UPDATE February-March 2025](#)

⁹ See Lebanon Inter-Ministerial Committee on Social Policy (2023): National Social Protection Strategy For Lebanon and Economic Development Policy Unit (2022): *Social Development Centres (SDCs) – Field Realities & Future Potential in Shaping Vulnerable Communities' Livelihood Pathways*, Oxfam.

employment opportunities and social stability'. For Output 1, there are six sub-products and for Output 2, three further sub-products are specified. A total of 20 indicators have been adopted. Main target groups are selected Social Development Centres (SDC) -the decentralized structure of the Ministry of Social Affairs (MoSA) that provides services to vulnerable population across the country-, municipalities, refugees and host communities in Lebanon, with particular attention to women, youths and PwD.

ENABLE's implementation is structured around four key areas, encompassing interventions at various levels:

1. Supporting socio-economic inclusion of vulnerable Lebanese and Syrian refugees, by providing evidence for integration of social protection and employment policies and the strengthening the capacities of Social Development Centres (SDC) linked to the Ministry of Social Affairs (MOSA) to implement employment activation interventions.
2. Building capacity to improve the employability and skills of vulnerable and unemployed workers by providing market-related technical and soft skills training.
3. Providing short-term employment opportunities –Cash for Work (CfW)- mostly in the construction sector in coordination with the ILO EIIP (Employment Intensive Infrastructure Projects) program and in collaboration with municipalities, local communities and private sector entities.
4. Supporting self-employment and micro-enterprise development by providing tailored training from business creation to growth, financial literacy and resilience.

Its geographical scope is nation-wide with activities initially planned in the governorates of Beirut, Mount Lebanon, Akkar and Nabatiyeh. Its budget is 10.000.000€

ENABLE is managed by a team of seven staff based in Beirut, including a Chief Technical Advisor (CTA) and six team members - three technical officers, a project coordinator and two project assistants- supported by other staff on a cost-sharing basis with other projects, and by regional and global specialists from the ILO Decent Work Technical Support Team both at ROAS and at ILO headquarters in four technical areas: Enterprise and Market Systems Development, Employment Intensive Investment Programmes (EIIP), Skills and Employability, and Social Protection. For its implementation, ILO/ ENABLE collaborates with several public institutions, including the MoSA, the DGTVT of the Ministry of Education and some municipalities. Its implementing partners include national and international organizations such as SAFADI Foundation, COOPI, AEP, the Lee Experience, LebRelief and OXFAM Italy, amongst others, as well as various private actors.

The project formally began on 1 January 2023, but the inception phase effectively started the 8 March 2023. The project was planned to end on 31 December 2025.

The country's ongoing conflict dynamics, which intensified along 2024, affected the project implementation. From September 2024, as the situation with Israel escalated into a war, planned work in the southern region and in Beirut was put on hold. Other ENABLE's interventions were adjusted to support the emergency and, later, the recovery phase. The ceasefire arrangement between Lebanon and Israel agreed in November 2024 allowed to resume activities. Also, the election of a new president and the formation of a new cabinet in Lebanon in January 2025, ending two years of interim government, has created a more conducive environment for advancing the changes proposed by the project. At the time of this evaluation, discussions were taking place for a non-cost extension.

2.3. Evaluation background

For ILO, evaluation is considered an integral part of the implementation of development cooperation activities. According to ILO evaluation policy, interventions with a budget exceeding US\$ 5 million must undergo independent mid-term and final evaluations as well an evaluability assessment to assess its monitoring and evaluation system. With this rationale in mind, the objective, scope, audience and main milestones of the evaluation are summarized below:

Objective: As define in the ToR (Annex 1), the objective of the mid-term evaluation is to *“assess the overall performance of the project so far while reviewing its evaluability. It serves accountability purposes but also has a very high utility orientation. It will highlight challenges and good practices. The midterm evaluation is expected to formulate lessons learned and practical recommendations to improve the evaluability and the implementation during the remaining period of the project”*.

Scope: The evaluation covered all aspects of project implementation, taking into account the current situation in the country. Regarding its temporal dimension, the evaluation assessed the progress accomplished since the start of the project, in March 2023 to May 2025. The geographical coverage aligned with that of the project in each of the areas in Lebanon.

Audience: The primary clients of this evaluation are the ENABLE team as well as the ILO ROAS DWCT and other relevant technical units in ILO Headquarters. The evaluation is expected to be useful to the donor, represented by the European Union (EU) Delegation in Lebanon, the national Lebanese constituencies and ENABLE implementing partners. Other ILO projects might also benefit from the knowledge generated by the evaluation.

Process: The milestones of the evaluation were the kick-off meeting (11 February 2025); the approval of the inception report (20 March 2025), the validation of the evaluability assessment findings (6 May 2025); the submission of the draft evaluation report (4 June 2025) and the submission of the final report (11 of July 2025).

3. Approach

The evaluation has been guided by the OECD DAC criteria, which serve as the normative framework for making evaluative judgments and which have been applied in a participatory, gender, and human rights-sensitive manner. Following the learning and utility focused evaluation purpose, the evaluation has followed a collaborative approach working together with key stakeholders (the ENABLE team) to implement the evaluation.

3.1. Evaluation questions

The assignment was oriented by 14 main evaluation questions, complemented by seven sub-questions which were refined during the inception phase of the evaluation (Table 1).

Table 1. Evaluation questions

RELEVANCE

1. To what extent is the project design still relevant to the national priorities, constituents' needs and the needs of people who are benefiting from the project (Lebanese and Syrian refugees)?
 - 1.1. Did the design pay special attention to gender considerations?
2. How relevant is the project design to the donor's priorities in Lebanon, the ILO's P&B (2024-25), the Lebanon UNSDCF, and the SDGs?
3. What is the overall assessment of the project's TOC and M&E system?
 - 3.1. Any updates are needed considering the impact of the war and the recovery needs in the country?

COHERENCE

4. To what extent is the project coherent with other interventions of the ILO and the EU in Lebanon?

EFFECTIVENESS

5. Is the project on track to achieve its stated results across its logical framework?
 - 5.1. How likely is the project to contribute to the ILO's implementation report on the Programme & Budget (2024-25)?
6. What are the major factors influencing the achievement or non-achievement of the results?
 - 6.1. Are there any identifiable positive or negative unintended results?
7. How is the project's implementation contributing to ILO's cross-cutting issues: gender equality and disability inclusion, social dialogue, and labour standards?

EFFICIENCY

8. Are the available technical and financial resources adequate to fulfil the project plans?
 - 8.1. Are they allocated strategically to provide the necessary support to achieve the broader project objectives?
9. How efficient is the communication among the project team, the regional office and the responsible technical departments at ILO ROAs?
 - 9.1. How efficient are the coordination efforts and dialogue with main stakeholders?
10. How efficiently are resources allocated and utilized in the project to ensure equitable access and benefits for both women and men?

ORIENTATION TO IMPACT

11. Is the project likely to achieve its stated long-term objectives?
12. How likely is the project to impact the lives of women and people with disability?

SUSTAINABILITY

13. Does the project have an exit strategy to ensure the sustainability of its efforts?
 - 13.1. What measures have been considered to ensure that the key components of the project are sustainable beyond the life of the project?
14. Has the project considered gender in planning its sustainable measures?

During the inception phase, an evaluation matrix was developed for each suggested evaluation question, accompanied by a set of evaluation indicators to help measure and assess the specific aspects being addressed. The evaluation matrix is attached in Annex 2.

3.2. Methods

The following mix methods and sources of information were used to respond to the evaluation questions:

Document review: The project design document, progress reports, implementation agreements, implementing partners reports and data, ToRs, assessments and studies produced, budget and other financial information, were reviewed to answer the evaluation questions and contextualise the findings, conclusions and recommendations. Other revised

documents include relevant ILO studies on the themes covered by the project. See Annex 4 for a list of the documents consulted.

Interviews: Using semi-structured interview guides, over 45 online and face to face conversations were carried out with the ENABLE team, ILO regional and global staff, implementing partners, constituents, donor, and other development partners. A total of 41 stakeholders were interviewed during the evaluation being 26 females and 15 males. Annex 3 contains the list of informants. Tailored guidance for each type of stakeholder was produced (See Annex 8 for interview protocols, GDs guidance and survey). Most interviewees were chosen in collaboration with the ENABLE team to ensure coverage of key project activities and representation from the ILO ROAS DCWCT. The ENABLE team introduced the evaluator to more than 20 key stakeholders.

Group Discussion (GD): Five face to face GD were carried out in Lebanon, enabling 33 beneficiaries – 23 female and 10 male-, including Syrian and Palestinian refugees, Lebanese nationals, and SDC staff, to contribute to the midterm evaluation. Participants were selected at random from the list of beneficiaries provided by the project's implementing partners. The ENABLE team provided interpretation and together with implementing partners helped to gather participants.

Survey: A telephone survey was administered to participants in WBL training programmes implemented by the SAFADI Foundation and a short-term placement intervention by COOPI, two of the project implementing partners. The ILO provided the contacts and collaborated on translating the survey from English to Arabic. Of the 171 people enrolled in WBL training courses run by the Safadi Foundation and the 200 people enrolled in short-term activities organised by COOPI, 120 and 141 were randomly selected for interview, respectively.

Survey respondents were 60.5% women (n=158) and 39.4% men (n=103); 54% of Syrian origin; 45.5% of Lebanese nationality and one person of Palestinian origin. 46.7% were between 18 and 30 years old; 33.3% between 31 and 45; 17.6% between 46 and 59 and 2.3% of 60 years and above. 8.43% declared to have some physical or mental health problem that seriously affected their daily life. The survey is statistically representative, with a 99% confidence level and a 5% margin of error.

As shown in the evaluation matrix in Annex 2, the analysis used different sources and elements, depending on the content of each section. Primary qualitative data received from interviews and GDs was coded and mapped against the analysis matrix. For the quantitative data (mainly the survey), a basic descriptive analysis (frequencies) was performed. Bias in the evaluation data and conclusions was mitigated through the standardisation of data gathering methods using guidance notes and templates, the inclusion of multiple and diverse data sources, and evidence triangulation.

The evaluation followed the ILO evaluation guidelines, the UNEG norms and standards, and the Ethical Guidelines for Evaluation and has adhered to the ILO Code of Conduct for Evaluators. Regular contact and guidance from the ILO ROAS evaluation manager also ensured that the evaluation complied with ILO evaluation norms and standards.

The evaluation was conducted by an independent evaluator, supported by two enumerators for the survey implementation.

3.3. Challenges and limitations

The evaluation was implemented in accordance with the evaluation inception report. The evaluator collected rich information from various sources and perspectives. Notwithstanding, there are also some challenges and limitations:

- **Limited monitoring data availability.** Lack of a proper monitoring system limited the assessment of the effectiveness section of the report. As mitigation measure, the evaluator analysed monitoring data provided by implementing partners to complement some of the missing information.
- **Absence of participation by some stakeholders:** Since the fieldwork was carried out during municipal elections, and despite repeated attempts, the evaluation was unable to secure the participation of representatives from any of the supported municipalities. Neither persons with disabilities were able to participate in the group discussions.

4. FINDINGS

This chapter provides a concise overview of the evaluation's primary findings, organised according to the OECD DAC evaluation criteria and corresponding Evaluation Questions (EQ).

4.1. RELEVANCE

EQ 1. To what extent is the project design still relevant to the national priorities, constituent's needs and needs of people who are benefiting from the project (Lebanese and Syrian refugees)?

Finding 1. ENABLE's design combined several interventions in support of active labour market policies, alongside social protection, to enhance the economic inclusion of vulnerable populations. This approach, albeit ambitious, continues to be aligned with national priorities as articulated in the Lebanese Response Plan and in the National Social Protection Strategy.

ENABLE's project design adopted an ambitious programmatic approach to support vulnerable Lebanese and Syrian refugees. The intervention was based on the idea that combining income support (provided by other social assistance schemes) with Active Labour Market Policies (ALMPs) interventions - such as training programs, public works, support to self-employment creation, and employment services- could not only sustain income, but also foster economic inclusion and prevent people from falling into poverty. As such, the scope of ENABLE far exceeded that of a typical project, incorporating a wide range of measures and incentives to provide people with livelihood opportunities.

The design of ENABLE was closely aligned with national priorities, particularly the Lebanese Crisis Response Plan (LCRP) and the National Social Protection Strategy (NSPS). It specifically responded to the NSPS's Economic Inclusion and Labour Activation pillar, which calls for supply-side measures—like ALMPs—to increase employment opportunities for vulnerable population groups. There is growing evidence that combining ALMPs with income support offers a more realistic and effective pathway to sustaining livelihoods, particularly in fragile contexts where job creation is limited. However, it is also important to recognise that expecting ALMPs alone to lead to formal employment outcomes may be overly optimistic in the absence of sufficient labour demand, an ongoing challenge in the Lebanese context.

While alignment with the national policy framework was strong, involvement of other key constituencies during the design phase appeared more limited. Interviews suggest that key labour actors, such as the Association of Lebanese Industrialists (ALI) and trade unions like FENASOL and CJTL, were not consulted. Despite considered in the project design, no formal contacts were made with other actors such as the Chambers of Commerce, the Ministry of Labour and the NEO.

Finding 2. ENABLE has remained relevant over time, even during the war between Lebanon and Israel, by supporting the ILO's emergency response. With economic inclusion being one of the priorities of the new government, which was appointed in early 2025, ENABLE continues and may even expand its relevance.

Throughout its first two years of implementation, ENABLE has demonstrated adaptability in the face of Lebanon's evolving crisis context. Following the outbreak of conflict with Israel in 2024, the project contributed to the ILO's emergency response efforts by focusing on short-term livelihood support. ENABLE also became involved in financially supporting a study on the impact of the war on businesses and workers and in the implementation of a Rapid Market Assessment targeting selected sectors. According to some interviewees, the findings of these studies included relevant suggestions for supporting the demand side of the labour market, but no specific follow-up actions have been taken to date.

The appointment of a new cabinet in early 2025, and the Ministry of Social Affairs (MoSA) renewed commitment to economic inclusion—including reorganizing the Social Development Centres network- and to improving inter-ministerial collaboration offers renewed momentum. These recent developments have created a supportive environment for ENABLE to maintain and even expand its relevance in the evolving Lebanese landscape.

Finding 3. Both women and men beneficiaries highlighted the relevance of the support received, particularly in addressing their immediate needs. However, many also expressed the need for more sustained and longer-term support to help achieve meaningful and stable livelihoods. Similarly, SDC staff reported that the training provided had a positive impact on their capacity to serve their communities but noted that ongoing support would be necessary to fully institutionalize these gains and ensure continuity of service delivery.

Feedback of beneficiaries through survey and GDs highlights the relevance of the project. This was particularly evident among the ILO Start and Improve Your Business (SIYB) women trainees, who during GD, emphasised how the training and mentoring provided suited their needs and helped them 'move from theory to practice' though they also requested financial support and additional coaching. Also, as per the survey evaluation results, 89,1% of the Work-Based Learning (WBL) male participants and 84% of the female ones found the training received to be relevant to their professional needs while 60% (n= 6) of participants with disabilities (PwD) reported the same.

With regards to the short-term employment opportunities offered by the project -and available primarily in construction and renovation, as well as in projects in gardening and public space refurbishment-, the have proven to be more appealing to the Syrian population than to Lebanese nationals – with several implementing partners reporting that beneficiaries of social protection programmes have shown little interest in participating in these initiatives. Furthermore, due to the strong focus on construction, fewer women and people with disabilities have been employed. ENABLE has sought to improve the scope of short-term employment opportunities by providing training in soft skills, such as CV preparation,

interview techniques and stress management, as well as basic financial education. The evaluation survey shows that 79,27% of the female and 81,36% of the male workers found this training useful and 66.67% (n=8) of PwD declared the same. However, several of them also highlighted, both in the survey and during GDs, the limited duration of the opportunity – 40 days- and, hence- the need for longer employment opportunities.

In this regard, while the project addressed immediate needs by offering temporary income opportunities, it only partially responded to beneficiaries stated priorities—namely, sustained support and access to longer-term employment. ENABLE’s interventions, such as short-term employment opportunities, are sporadic and time-bound, limiting their ability to meet beneficiaries’ broader livelihood aspirations. This gap in relevance is further compounded by Lebanon’s weak labour market, which offers few stable job opportunities. As a result, the project’s support, though well-intentioned, fell short of aligning with the longer-term employment needs expressed by many participants.

Discussions and interviews with SDC staff emphasised the relevance of ENABLE support to the evolving role of SDCs within their communities. Reportedly, the new skills acquired would be helping SDCs to go beyond traditional poverty alleviation efforts toward more active engagement in supporting livelihoods opportunities. At an individual level, the support received had enhanced staff members’ understanding of how they can contribute meaningfully to community development and strengthened their capacities to do so. However, several of them also highlighted the need for ongoing support at the individual and institutional levels if these new capacities were to be maintained in the future.

Finding 4. Implementing partners applied varied and context-specific beneficiary selection methods, often supported by vulnerability scoring systems. Some challenges in recruiting beneficiaries arouse, particularly, for short-term placements, which suggest that, despite outreach through diverse channels, the nature of the opportunities -low wages, brief durations, and limited skill-building—did not sufficiently align with the motivations or expectations of potential participants.

ENABLE’s implementing partners used different vulnerability assessment criteria, often supported by a scoring or weighting system to guide eligibility and exclusion decisions. For example, the criteria applied in EIIP activities in Bourj Hammoud were comprehensive and multi-dimensional, covering legal status, health conditions, education, income, household composition, and housing. This approach provided a solid basis for identifying individuals and households most in need of support.

Participants in SYIB training were also selected based on a wide range of criteria, including geographic location, employment status, registration as social protection beneficiaries, having a business idea, and the potential for forming partnerships. A scoring system with predefined thresholds was used to rank applicants. Following the training, an access-to-finance needs assessment was conducted to evaluate the viability of business ideas and participants’ economic resilience.

Additionally, profiling was applied to some WBL trainings, using a set of selection criteria developed by the implementing partner in collaboration with the project team, the Directorate General of Technical and Vocational Education and Training (DGTVE), subject-matter experts, and private sector stakeholders.

Implementing partners employed a variety of outreach strategies to recruit beneficiaries. In addition to formal requests of list of social protection beneficiaries to the MoSA, strategies

included sharing information through nearby SDCs and CDCs that serve refugee populations, advertising through municipalities, engaging with other NGOs, and using social media. Despite these efforts, some partners reported difficulties in recruiting beneficiaries for short-term placement opportunities. This suggests a mismatch between outreach strategies and the preferences or expectations of potential participants. These shortcomings are further explored in the lessons learned section. Notably, the challenges also reflect broader limitations of the ‘cash-for-work approach’, which—while useful for short-term relief—often has limited appeal and impact when the assignments are brief, wages are low, working conditions are difficult, and participants are not offered opportunities to build technical skills or connect to longer-term livelihoods pathways.

EQ 1.1. Did the design pay special attention to gender considerations?

Finding 5. The lack of a gender and intersectional analysis during the design phase significantly weakened ENABLE’s potential to contribute to gender equality. Rather than being gender-responsive or transformative, the project has remained gender-targeted.

In Lebanon, gender inequality is present in all areas, including the legal, economic and social spheres. The country ranks 133 out of 146 countries in the 2024 World Economic Forum Gender Gap Index¹⁰ placing it among the lowest globally. Women's participation in the labour market remains extremely low, with fewer job opportunities, lower wages than men and less support for developing their professional careers. Participation is particularly low for less educated women but, more positively, as younger women increasingly having more education, their labour force participation rates are increasing¹¹. With regards to Syrian refugee women, they are employed largely in the informal sector, where they work without permits or formal contracts and, when in formal employment, are often limited to agriculture, manufacturing sectors, and home-based businesses in food processing, handicrafts, and tailoring. There is some evidence to suggest that these areas may be less desirable to men and deemed more socially “suitable” for women¹². A recent UN WOMEN survey found that 83% of Syrian refugee women identified themselves as housewives not working outside the home, highlighting how intersecting vulnerabilities further limit access to economic opportunities¹³.

Despite these well-documented barriers, ENABLE’s design was not guided by a comprehensive gender analysis. The Document of Action (DoA) acknowledged women's disadvantages—such as their limited access to labour opportunities, training or social insurance- and the need to implement employment intensive investment interventions with a gender sensitive approach. But overall, references to gender equality were fragmented and superficial and the situation analysis lacked a structured gender assessment on how gender roles, responsibilities, and power relations within the Lebanese society affect women and men access to livelihoods. Nor did it adequately analysed how gender discrimination

¹⁰ https://www3.weforum.org/docs/WEF_GGGR_2024.pdf

¹¹ World Bank and UN Women. 2021. *The Status of Women in Lebanon: Assessing Women’s Access to Economic Opportunities, Human Capital Accumulation & Agency*. Washington D.C.: World Bank

¹² ILO, UNHCR, UN Women (2021): *Fraught but Fruitful. Risks, Opportunities, and Shifting Gender Roles in Syrian Refugee Women’s Pursuit of Livelihoods in Lebanon, With Additional Observations From Jordan and Iraq*. Triangle

¹³ Un Women (2023) : Follow-up assessment on gendered realities in displacement: Lebanon <https://arabstates.unwomen.org/sites/default/files/2023-10/lebanon-onu-1610-002.pdf>

intersects with other factors of vulnerability, such as legal status, disability, geographic location or education level- which further marginalize women, particularly refugee women. As a result, ENABLE's approach has been mostly 'gender targeted', focused on the number of women, men and PWD to reach, rather than aiming to respond the specific needs and priorities of women, nor to address more systemic or structural barriers and inequalities.

EQ 2. How relevant is the project design to the donor's priorities in Lebanon, the ILO's P&B, the Lebanon UNSDCF and the SDGs?

Finding 6. The design of ENABLE directly contributed to the EU priorities in support of the Syrian crisis, by supporting livelihoods measures for vulnerable communities. At the same time, the project is relevant and contributes to the EU bilateral economic development objectives for Lebanon through its focus on employment creation.

ENABLE was conceived and negotiated under what are known as 'Special Measures' - a financial mechanism that replaced the EU Regional Trust Fund in Response to the Syrian Crisis¹⁴- and that was designed to streamline EU funding and to align with the EU's political commitments made in 2020 and 2021 on the Syrian response and to support the Renewed Partnership with the Southern Neighbourhood. Within this framework, the focus of these 'Special Measures' has been on social protection, poverty alleviation, and stabilization, with support to livelihoods mainly aimed at vulnerable populations, such as refugees, rather than broader economic growth.

At the same time, under its bilateral Multi-Annual Indicative Programme (MIP), the EU in Lebanon supports economic development priorities - primarily through private sector development, infrastructure investments (such as electricity and water), and broader economic programming. In this context, livelihoods and employment are seen as contributing to long-term economic development goals. ENABLE is therefore relevant to both streams of EU funding as it aligns with the 'Special Measures' by addressing social protection and livelihoods for vulnerable communities, and it contributes to bilateral economic development objectives through its focus on employment creation.

Finding 7. ENABLE' integrated approach to promoting employment, entrepreneurship, and social protection situates it within key ILO outcomes, particularly those focused on support to employment, decent work, inclusive growth, and social justice. Simultaneously, ENABLE contributes to UNSDCF outcomes by enhancing the social protection system and supporting vulnerable populations with pathways to employability.

ENABLE is relevant to several outcomes and outputs under the ILO Programme and Budget (P&B) 2024-25, including Outcome 3: *Full and productive employment for just transitions* and Outcome 4: *Sustainable enterprises for inclusive growth and decent work* and Outcome 7: *Universal social protection* (see EQ 5.1 for an analysis of likely contributions to these outcomes).

Regarding alignment with the Lebanon UNSDCF (2023–2025), a review of the current framework shows that the ENABLE project supports the overarching goal of *Improved lives and wellbeing for all people in Lebanon*. Specifically, it contributes to Outcome 1: *Enhanced, inclusive, equitable, comprehensive, and sustainable social protection systems and*

¹⁴ European Commission (2021) 9298 final: Commission Implementing Decision of 15.12.2021 on the financing of the special measure in favour of Lebanon for 2021.

programmes, and Outcome 3: *Enhanced protection for the most vulnerable*. ENABLE aligns with these outcomes through its focus on providing assistance to MoSA and its decentralized services to increase vulnerable individuals' employability and refer them to available job opportunities. Furthermore, ENABLE supports the UNSDCF goal of *Improved, resilient, and competitive productive sectors for enhanced and inclusive income-generating and livelihood opportunities*. By promoting skills development, market-oriented training, and entrepreneurship, ENABLE helps build a more productive and resilient workforce.

The project also operates within the larger policy frameworks of the Sustainable Development Goals (SDGs). ENABLE addresses several SDGs, including SDG 1 on poverty reduction, SDG 8 on Decent Work and Economic Growth and SDG 16 on Peace, Justice and Effective Institutions. Linkages to SDGs are noted in the first and second ENABLE Progress Report (for the periods between January to December 2023 and January to December 2024).

EQ 3. What is the overall assessment of the project's TOC and M&E system?

To respond to this question and the following sub question, the evaluation relies in the findings of the evaluability assessment commissioned as part of this evaluation exercise (see Annex 6 for the Evaluability Assessment).

Finding 8. The ENABLE project's Theory of Change (ToC) outlines several relevant intervention pathways, including social protection-employment linkages, SDCs strengthening, and skills development. However, it lacks a clearly articulated causal logic connecting these actions, resulting in fragmented and siloed reasoning. These limited interlinkages between components are reflected in the Logframe, which displays one overly broad Output 1 and a second Output that is narrowly focused on supporting public works interventions.

The ENABLE project's ToC presents multiple and concurrent pathways to achieve its long-term goals. It emphasizes the integration of social protection and employment policies, the strengthening of local entities—particularly SDCs—as public employment services, the provision of market-relevant technical skills, and the implementation of short-term employment interventions in partnership with municipalities, local TVET institutions, and private sector actors. These efforts aim to partially address the mismatch between labour demand and supply, enhance access to livelihoods opportunities, reduce reliance on social assistance, and contribute to social cohesion in targeted municipalities.

However, the ToC lacks clear causal logic. It does not sufficiently articulate 'why' and 'how' these specific actions are expected to work together to achieve the intended change. Each pathway is presented as an independent stream rather than as part of a coherent, sequential chain of change. This fragmented structure weakens the integration of interventions and increases the risk of a siloed approach to implementation. Additionally, while the ToC references key actors and delivery mechanisms, it does not explicitly address gender equality or disability inclusion. This limits the inclusiveness of the project's overall strategy and undermines its potential to tackle intersecting vulnerabilities. The narrative's weak causal explanations are partly compensated for by the accompanying ToC visualisation, which makes it clearer how the project was expected to work. The linkages are shown, highlighting 'who should do what' and placing the SDCs at the centre of the different intervention pathways (skills training, job matching, entrepreneurship and public works) (see Annex 7 for the current ENABLE ToC narrative and visualization).

The alignment between the ToC's causal logic and the LogFrame is inconsistent. Several distinct pathways are grouped under Output 1, which broadly addresses employment services across policy, institutional, and delivery levels—making it overly ambitious. In contrast, Output 2 focuses narrowly on short-term employment through EIIP interventions, leading to an imbalance results structure. Furthermore, assumptions within the LogFrame are largely located at the impact and outcome levels with limited articulation at the output or activity level. This weakens the robustness of the project's results framework and its ability to adapt to operational risks or context-specific barriers.

Finding 9. ENABLE's monitoring system project is underdeveloped and inconsistently implemented. Proposed indicators emphasize reach over impact and the absence of a baseline and milestones, coupled with the lack of a formal monitoring plan, undermines the project's ability to systematically monitor progress and evaluate effectiveness.

Most of ENABLE's indicators are reach metrics focused on participation or services' access. Few indicators—aside from those at the outcome level—measure effectiveness or quality of services, limiting the project's ability to demonstrate actual change. Indicators are disaggregated by sex, age, and nationality—but not by disability. While parity is emphasized, the indicators fall short of capturing progress toward broader gender equality outcomes.

A baseline study planned for the inception phase was not carried out. While this might be less problematic for zero-start activity indicators, it weakens the reliability of percentage-based outcome indicators and reduces the ability to measure meaningful change or project effectiveness. Furthermore, data availability for some of the suggested outcome indicators is either limited or non-existent (see EQ.5). Targets have been set for most indicators, except for those pertaining to the Output 2 subproducts, but milestones were not set. Also, some of the targets seem to be beyond the scope of the project. For example, the target for the proposed impact indicator, *'The proportion of people living below the national poverty line, disaggregated by sex, nationality and age'*, is a 10 percentage point reduction. This does not seem feasible given the project's magnitude, nor it would allow the project to reasonably claim attribution.

No formal M&E plan has been developed to support implementation. A performance framework exists but lacks operational detail—such as roles, data sources, and frequency of collection (see EQ. 8.1.)

EQ 3.1. Any updates are needed considering the impact of the war and the recovery needs in the country?

Finding 10. ENABLE's theory of change requires refinement to strengthen its causal logic, especially with regard to illustrating how policy implementation drives institutional capacity, which in turn leads to improved service delivery and greater access to livelihood opportunities.

Additionally, the potential role of Social Development Centres (SDCs) should be adjusted to more accurately reflect their current operational capacities. Stronger integration is also needed between SDC support and other key programme components, in order to prevent fragmented implementation and enhance the coherence and effectiveness of the overall intervention. Revising the LogFrame to align it with the ToC's casual logic and developing a Monitoring and Learning plan will also be crucial in supporting the implementation of ENABLE.

The end of the war, along with the election of a new president and the formation of a new government, has created a renewed sense of hope that a broader programme of structural reforms can now be pursued. These reforms aim not only to support the country's reconstruction but also to address long-standing structural challenges. In this context, and once the support to the emergency response is over, ENABLE can more decisively pursue toward its core objective of promoting economic inclusion for vulnerable populations. While the original rationale for ENABLE – its theory of change-, remains relevant, it is timely and appropriate to refine it to strengthen the cause-effect logic. Specifically, the ToC should reinforce the causal chain linking the support to policy implementation at MoSA central level with the reinforcement of institutional capacity for a better service delivery at the SDC level in close coordination with the ALMP-based interventions the project is supporting, all of which will lead to an increased access to livelihoods opportunities (see Figure 1. For a comparison of the original and revised visual of ENABLE's ToC)

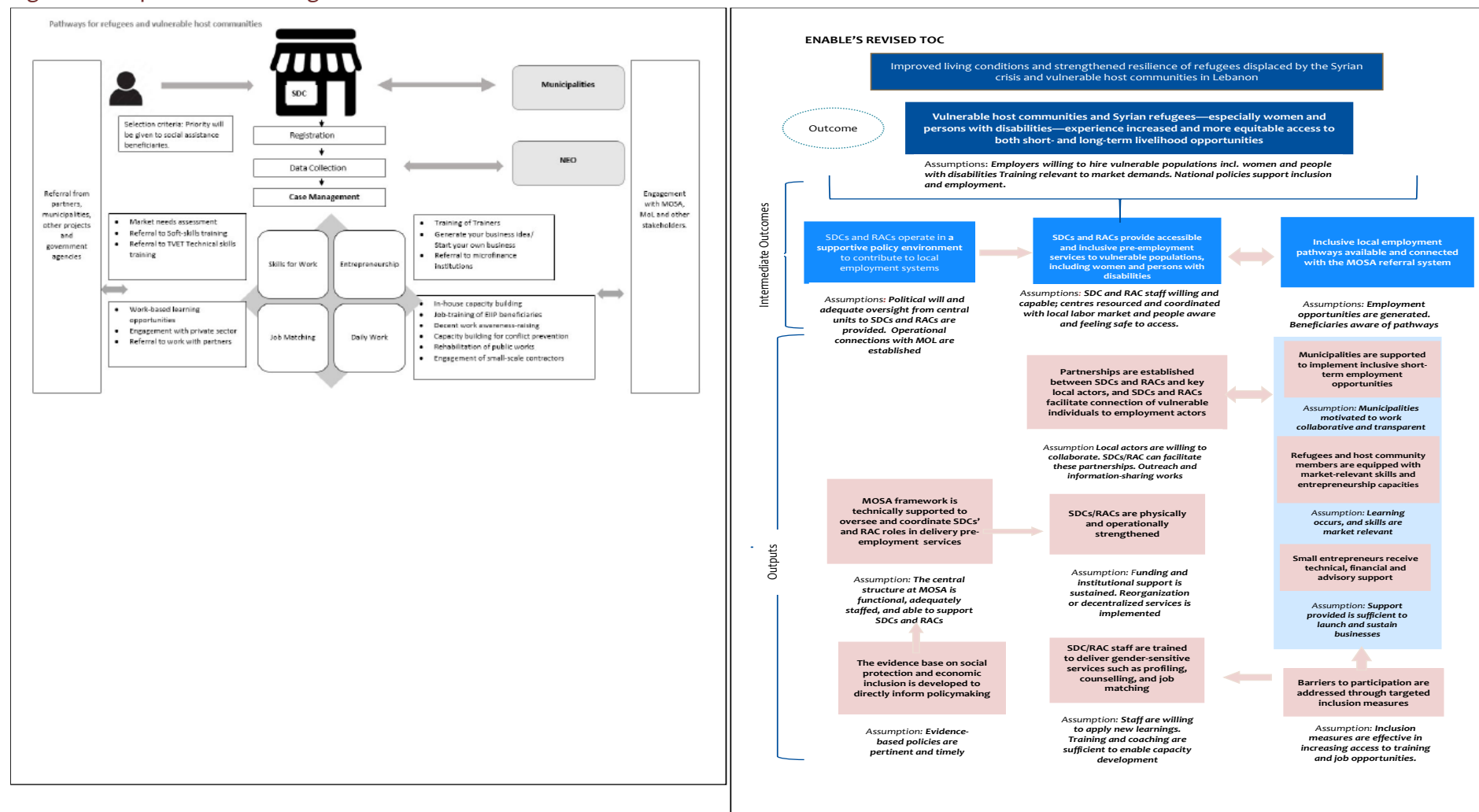
SDCs support is at the core of the intervention. The ToC presumes that SDCs might effectively deliver integrated employment services, be responsive to market needs and manage a comprehensive referral system. In light of the complex situation in Lebanon and the project's duration, the expectation that SDCs could evolve into central employment service hubs appears optimistic as it was necessary to establish these capacities from the outset. A more plausible approach might be to position SDCs primarily as 'connectors' between vulnerable individuals and existing economic actors in their catchment area and gradually building their facilitation capacities over time.

An additional improvement to the ToC and the related LogFrame should be to emphasise and highlight the importance of strengthening the institutional and policy framework as a foundational precondition for the success and sustainability of SDC's role in employability. Despite an emerging will for decentralisation, overall direction and management capacities currently remain at the central level. According to interviews, there is an intention to strengthen the central services at MoSA, either by creating an economic inclusion unit or by implementing a different arrangement. ENABLE's support for this process could be valuable.

Furthermore, it is key to improve the integration of SDC support with other key ENABLE programme activities, so that SDCs can participate more actively in supporting and, eventually, co-managing some components of the programme's interventions. SDCs collaboration with various stakeholders, such as municipalities, the local private sector, and NGOs, as already it has been promoted by the project by establishing 'local network committees' is a crucial step in this direction. This might prevent fragmented implementation and increase the likelihood of achieving the project's desired outcomes.

In summary, ENABLE's current ToC should be revised, and the project's logical framework should be aligned with the causal logic of the ToC. It is also essential to develop a monitoring framework to oversee project progress that plans for the systematic collection and analysis of data to support adaptive project management. ENABLE should also invest in identifying, collecting, and documenting lessons learned during project implementation. The EA in Annex 6 suggests a revised theory of change, a Logical Framework aligned with the suggested ToC, and an outline of basic monitoring and learning tools.

Figure 1. Comparison of the original and revised ENABLE's TOC



4.1. COHERENCE

EQ 4. To what extent is the project coherent with other interventions of the ILO and the EU in Lebanon?

Finding 11. ENABLE is well aligned with the ILO's strategic approach in Lebanon and has achieved significant synergies with other ILO interventions, particularly those focused on social protection and skills development. Further refinement of ENABLE's approach would enhance its overall coherence within the broader ILO portfolio.

ENABLE operates within a broader ecosystem of ILO interventions in Lebanon spanning support to social protection, job creation, labour governance, and capacity building, amongst other areas, and has actively collaborated with several of them. Notably, ENABLE has contributed to joint efforts through the co-financing of pilot initiatives, coordinating technical support to MoSA, and supporting skills development in partnership with other ILO interventions, particularly, with PROSPECTS, the Skills-Up project and the Social Protection cluster unit amongst others (see EQ.9 for further detail). These synergies have improved alignment in implementation approaches and enhanced project efficiency.

There are, however, some critical voices. Some ILO stakeholders have suggested that further clarifying ENABLE's boundaries – whether geographic and, possibly thematic- could help avoid unintended overlaps with other ongoing initiatives, for instance, in sectors such as agriculture or construction or in certain geographic areas. In addition, enhancing coordination on skills development – by, for example, making use of same approaches and tools- could further strengthen the ILO's overall coherence, visibility and strategic trajectory in Lebanon.

Finding 12.ENABLE is well aligned with the broader portfolio of EU funded interventions in support of social protection and livelihoods.

With regards to the EU, ENABLE fits well in the broader portfolio of EU funded interventions for Lebanon supporting social protection. Since 2023, the MoSA has implemented the National Disability Allowance (NDA) project, with EU funding and support from UNICEF and the ILO, to provide regular social transfers to persons with disabilities to address their immediate income security needs. There is a high degree of consistency between both interventions and ENABLE is cofinancing a pilot initiative together with this project to support the referral of NDA beneficiaries to job opportunities. Other initiatives supported by the EU are directed to strengthening the Information and Communication Technology (ICT) infrastructure by establishing a unified registry for the social protection system.

At the SDC level, in addition to some support for the provision of health services in a number of SDCs, the EU supports, under the same financing decision that ENABLE, the EU 4 Lebanon –Inclusive Services for Social Actions (ELISSA) project implemented by the Italian Development Cooperation Agency (AICS). ELISSA is currently supporting 36 SDCs, while a previous project, ISOSEP, supported 32. In total, 50 SDCs have received or are receiving support through either one or both mentioned EU-funded projects. ELISSA provides technical assistance and institutional capacity building to MoSA and SDCs, focusing on digitalization, infrastructure, service provision and participatory local development. Overall, the ENABLE and ELISSA projects share objectives and are well aligned and complementary in supporting EU objectives in Lebanon.

Through its Multiannual Indicative Programme 2021–2027 with Lebanon, the EU has defined three key priorities for cooperation: enhancing good governance and supporting reforms; strengthening an inclusive and resilient economy; and promoting a green and sustainable recovery. Under the MIP, several projects aimed at private sector development and infrastructure improvement have been planned or are in the early stages of implementation¹⁵. There is potential for ENABLE to create meaningful linkages with these broader EU-funded interventions by strengthening livelihood pathways connected to ongoing investments, supporting skills development for emerging sectors such as the green and blue economy, and enhancing financial inclusion through referral systems or integrated programming.

4.2. EFFECTIVENESS

EQ 5. Is the project on track to achieve its stated results across its logical framework?

The ENABLE DoA and logical framework distinguishes between the project’s overall objective, the specific objective or outcome and mid-short-term outputs and subproducts. Since the outcome, the outputs and sub-products serve as intermediary steps towards achieving the long-term goal, they are the focus of this section. The project overall goal, the intended impact of the project, is discussed further below in EQ 11.

At the outcome level, ENABLE monitors three indicators, and at the output level a total of 16 indicators including five indicators for its outputs and 11 tracking indicators for subproducts. Table 2 presents main achievements and progress based on the available data shared by the project. The evaluation advises caution when interpreting these results, as ENABLE does not use proper tracking tools to consolidate data. Therefore, the accuracy of the data provided regarding total achievements and their disaggregation by sex, nationality cannot be guaranteed. As already said, disability status data is not systematically reported nor the age of supported population.

Finding 13. The project is making uneven progress towards its stated results. While certain indicators are progressing well, such as those related to the capacity building of SDC staff for the provision of employment services and the WBL trainings (Output 1), others are advancing more slowly, with only about a third of the expected values being achieved at this stage of implementation. Progress on the implementation of EIIP projects (Output 2) was slow in the first two years, but has accelerated in 2025. However, the absence of defined targets for other indicators makes it difficult to evaluate achievements. Baseline data is missing for two outcome-level indicators, so it is unlikely that ENABLE will be able to track progress on these adequately.

The project **Outcome**, *Increased access to livelihood opportunities with a gender-sensitive focus for the self-reliance of refugees and vulnerable host communities* is measured through three indicators. No progress has been recorded for indicator 1, *The percentage of households receiving cash assistance with at least one member accessing EU-supported employment services*. Furthermore, this indicator will be difficult to track in the absence of a baseline. Moreover, the MoSA does not yet operate a unified beneficiary registry; each social

¹⁵ See Commission Implementing Decision (EU) 2024 5661 final of 1.8.2024 on the financing of the multiannual action plan in favour of Lebanon for 2024 and 2025 for some planned or ongoing projects including : Support Towards Access to Necessary Micro-finance for MSEs (EU-TANMIA); ‘EU support to Blue economy and Green sustainability; ‘EU support to renewable energy for security forces’ and ‘EU support to address post conflict scenarios in Lebanon’.

protection program uses its own Monitoring and Information System (MIS), and an integrated system is not expected before 2027. At the SDC level, several information systems are in use, some of which are still paper-based. A digitalization process supported by the Italian cooperation is underway for 50 SDCs, some of them also supported by ENABLE. Based on the project implemented by AICS, all 50 SDCs are expected to have the E-networking IT system fully operational by the second half of 2027. However, significant delays and obstacles—particularly in the second half of 2024—were encountered due to the ongoing conflict. In this context, a more realistic approach might be to consider the replacement of the indicator and, instead, to track the number of individuals receiving employment services through supported SDCs.

A similar situation is found for indicator 3, *The percentage of beneficiaries of employment-oriented services who found a job during the program*, for which there is no baseline. If the indicator wants to be maintained, an alternative would be to establish an intermediate baseline after the completion of the project's capacity-building efforts, enabling the project to track employment outcomes more effectively moving forward. Finally, with regards to indicator 2, *The number of SDCs centres providing or referring employment-oriented services with EU support*, ENABLE has supported SDCs—through capacity building, technical advice, and ongoing dialogue—to enhance their service delivery. With ten SDCs already having trained their staff and a similar number currently in the pipeline, the project is on track to meet its expected target. While formal institutional changes are not yet visible due to the recent delivery of training and support (over the past 6–8 months), there are early indications of improved greater staff engagement in selected SDCs. In some locations, SDCs have begun taking a more proactive role in profiling and providing counselling as well as in engaging with local actors. These are important first steps toward more institutionalized roles, which are expected to take shape in the medium term as support continues.

Progress is being made towards **Output 1, Employment oriented services provided to vulnerable households, including households benefiting from social assistance and social services interventions**. Looking upon progression in its subproducts targets, within its first two years, ENABLE initiated or contributed to finance three studies (id. 1.1.1.1.) -on Social Protection Expenditures Review, Skills mapping for care sector and a policy note on recommendations to link social protection and employment policies- and at the time of this evaluation, negotiations were ongoing to resume the support to the planned *Labour Force and Household Living Conditions Survey (LFH LCS)*. To enhance the impact and practical value of these studies, it is important to proactively plan for the uptake of their recommendations, ensuring they inform policy decisions and program implementation.

In 2024, 20 SDCs staff received training, while some additional staff from the MOSA and the MoL also participated in SIYB training (id. 1.1.2.1 and 1.1.3.1). As said, staff from further ten SDCs are undergoing training, and it is feasible that the project will achieve its target by the end of the project.

Table 2. Progress on project's targets

Indicators	Target	Achieved at Dec 2024					%Target achiev
		Total	F	M	Leb	Non-Leb	
Outcome							
1.Percentage of households receiving cash assistance with 1 member receiving employment-oriented services with EU support	At least 50% of the households receiving cash assist per year						-
2. Number of SDCs centres providing or referring employment-oriented services with EU support	At least 20	10					50%
3. Percentage of beneficiaries of employment- oriented services having found a job during the programme	At least 30%						-
Output 1							
1.1. Number of public sector staff from local institutions trained in employment services with EU support disaggregated by gender	At least 2 per targeted municipality	20	95%	5%	100%		50%
1.2. Number of refugees and host communities participating in employability, vocational and entrepreneurial skills training programmes, with EU support, disaggregated by nationality and gender	More than 2.200 (50%Women; 50% Leb.50% non-Leb.)	962	NA	NA	52%	48%	43,7%
Subproducts Output 1							
1.1.1.1 Number of studies highlighting social protection and employ. needs and policy gaps	6	3					50%
1.1.2.1 Number of personnel trained in case- management, disaggregated by gender	60	20	95%	5%	100%		30%
1.1.3.1 Number of SDC and NEO personnel trained on procedures, disaggregated by gender	60	20	95%	5%	100%		30%
1.1.4.1. Number of individuals completing skills training, disaggregated by gender, nationality and age groups	1.000 of which 40% women and 50% refugees	269	52%	48%	48%	52%	27%
1.1.4.2. Number of individuals benefitting from work-based learning opportunities, disaggregated by gender, nationality and age groups	400	220	47%	53%	36%	64%	55%
1.1.5.1. Number of grants/loans to entrepreneurs, disaggregated by gender, nationality and age groups	300	0					0
1.1.6.2. Number of EIIP initiatives supported by the project	At least 3	4					125%
Output 2							
2.1. Number of municipalities benefitting from improved infrastructure with EU support*	+20 municipal.	5					25%
2.2 Number of beneficiaries of EIIP, with EU support, disaggregated by nationality and gender*	1,200 (50% Leb 50% Non-Leb)	830	36%	64%	35%	65%	69.1%
2.3. Number of staff (from institutions and local organizations) trained in EIIP including social cohesion, LRBT, Decent Work-related topics, with EU support, disaggregated by gender.	+ 60 persons (50% women)	0					0
Sub-products Output 2							
2.2.1.1. Number of working days created disaggregated by gender, nationality and age groups*	TBD	22,646 work days					-
2.2.1.2. Number of public assets rehabilitated/ created*	TBD	7					-
2.2.2.1. Number of trainings provided to local contractors on decent work and LRBT aspects	TBD						-
2.2.3.1. Number of participants who have a positive perception of previously conflicting communities.	TBD						-

NA: Not Available; TBD: To Be Determined

**Progress achieved until June 2025 as reported by ENABLE in July 2025

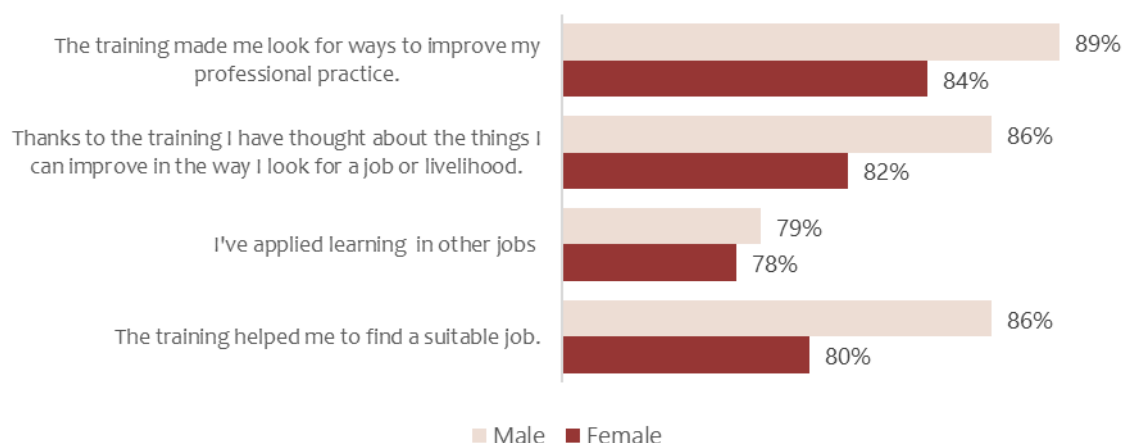
The number of people trained under the various training modalities is currently below the expected level at this stage of implementation. The project is lagging in terms of the number of people trained in different set of skills – soft skills, Financial Education (FE) or construction skills (id. 1.1.4.1). The main reason is that these training programmes have mainly been provided in conjunction with initiatives aimed at generating short-term employment. These initiatives have either been implemented in smaller numbers than expected or have required less labour. ENABLE should continue strengthening collaboration with SDCs, training institutions and NGOs to increase outreach, identify relevant market skills and expand training delivery capacity.

Conversely, there has been good progress under the WBL training scheme (id.1.1.4.2.) with 220 trainees completing training through three training schemes. However, the relatively low number of job placements -56- might suggests potential labour market demand-supply mismatches. This should require deeper investigation into employer engagement strategies and market demand assessment.

The evaluation surveyed a sample of WBL trainees. The responses showed a very positive assessment– with 98% of surveyed men and women declaring being very satisfied or satisfied with the training and similar percentages achieved when asked about the teachers, the range of skills acquired, and the support received. This was also reflected in the GD, with WBL participants praising instructor's competencies, the well-structured content, and the supportive conditions (for instance, to cover transportation costs).

The survey included questions designed to assess the effectiveness of the training, as well as the extent to which participants were able to apply the skills they had acquired to other jobs or job searches. (Figure 2). WBL respondents reported meaningful improvements across multiple aspects of their job readiness and professional development confirming that the training encouraged them to improve their professional practice, and that the soft skills they acquired have helped them when looking for jobs. Similarly, 86% of men and 80% of women said the training helped them find a suitable job though only 79% of men and 78% of women reported having applied the learning in other jobs which may indicate that, for some, the jobs obtained were not directly related to the training provided. Overall, these findings suggest that the training has prompted some behavioural shifts, although women present slightly lower percentages across all variables.

Figure 2. Perceived effectiveness of WBL training



With regards to the support to microentrepreneurs, ENABLE has trained 176 people in SIYB, 115 of whom also received financial education. The implementing partner reported, and GD with beneficiaries confirmed, that men showed little interest in attending the training unless it offered technical skills or financial aid. As a result, 75% who completed the SIYB and FE courses were women.

During the discussion with women participating in the SYIB and FE trainings they highlighted the practical nature of their training experience, noting its emphasis on financial education and budget setting. While the training was viewed positively, participants expressed the need for more extensive practical training, some suggested sector-specific training, and financial grants to help implement their business plans. A financial assessment was performed on those who completed all training, finding that 54% of them (62 individuals), the majority of whom were women, were eligible for financial support. Allocation of grants to the selected participants was paused due to the conflict in 2024, but activities had resumed at the time of this evaluation. This support would be accompanied by tailored business coaching. Overall progress in granting funding for small entrepreneurial initiatives is far from the targets set. However, providing funding for small business initiatives is reportedly only one of the planned initiatives. Under this heading, ENABLE has planned to support enterprises affected by the conflict to provide job opportunities through private sector engagement. However, some of the actors consulted have highlighted the need to combine access to finance with other measures, such as investment incentives and tax breaks, if the private sector is to be capable of creating decent jobs.

Regarding progress on **Output 2**, local priority projects are being implemented to promote short-term employment opportunities and social stability. Progress is behind schedule, with only four municipalities (Darmour, Tall Maayan, Bourj Hammoud, Beirut and more recently Nabatiyeh) benefiting from improved infrastructure over the 20 planned. The main factors affecting the slow pace of this output were firstly the war with Israel, which resulted in some prioritised areas in southern Lebanon being declared red zones, necessitating the suspension of planned activities, and secondly that public works activities were limited in terms of the number of working days and workers needed for several of the EIIP projects, making it difficult for the project to achieve its targets. Since the second quarter of 2025, however, implementation of EIIP interventions has resumed, expanding activities to some planned projects, such as the 'Green Plan' in the Nabatiyeh governorate in the south, and also focusing on municipalities with which ENABLE had previously collaborated (e.g. Darmour and Bourj Hammoud). This has led to an increase in the number of EIIP beneficiaries (see Output indicator 2.2). Other possible infrastructure-related activities include the rehabilitation of 15 Social Development Centres (SDCs), which will likely contribute to achieving the expected targets.

The evaluation surveyed short-term placement workers about the training received and the job experience. While there was overall satisfaction with the CfW opportunity, 6.6% complained about the supervision received, an issue that was acknowledged and, reportedly, solved by the implementing partner. The training received – on basic financial education and soft skills for job search – was appreciated but, only 30% found them helpful for finding another job. GDs with short-term placement workers from different EIIP initiatives highlighted challenges such as the low daily pay (considered insufficient for living expenses) and the short duration of the opportunity (40 days), which led them to continuously apply for other similar offers. Some participants also expressed interest in the possibility of complementing the job opportunity with vocational training. This suggestion was also echoed by some implementing partners.

Conflict-sensitive programming and social cohesion dynamics were considered in the project's original design, and some related activities were foreseen for municipalities. However, aside for cofinancing a Peace and Conflict Analysis with another ILO intervention, and some training providing by some implementing partners to its staff, no concrete actions were implemented during the first two years of the project. Hence, the project is not tracking perceptions on social cohesion in supported communities (id. 2.2.3.1.) for which there is not specific target. The evaluation has not identified any specific or general concerns related to the project activities might have unintentionally affected social cohesion, perceptions of fairness or created tensions between refugees and host communities in project activities. This was corroborated during interviews with several stakeholders from implementing organisations which highlighted different strategies for engaging in inclusive approaches that minimized the risks of depending local tensions, and also from beneficiaries of different activities during group discussions and surveys. However, given the fragile political and social environment in Lebanon there is an ongoing need to strengthen conflict sensitivity in those key areas where project aims to concentrate activities.

There is no progress either in the activities related to training local actors in decent work practices and other trainings (id. 2.3. and id 2.2.2.1.) nor targets were set for these indicators.

EQ 5.1. How likely is the project to contribute to the ILO's Implementation report on the Programme & Budget (2024-25)?

Finding 14. ENABLE might contribute to several of the outputs of the ILO's 2024-25 Programme & Budget (P&B), particularly those under Outcome 3 *Full and productive employment for just transitions*.

ENABLE might contribute to **ILO Output 3.1** *Increased the capacity of Member States to develop and implement comprehensive employment policy frameworks*. To date, the main steps include technical support to the formation of the Interministerial Coordination Committee on Labour Activation and Economic Inclusion and the commissioning of a background study to inform future policy directions. For these efforts to progress meaningfully, it is essential that the evidence base on social protection and economic inclusion be timely, relevant, and lead to actionable policy recommendations.

ENABLE might also contribute to **ILO Output 3.2** *Increased capacity of Member States to develop inclusive, sustainable, and resilient skills and lifelong learning systems* through its support, for the design and implementation of Work-Based Learning (WBL) programmes, in coordination with the DGTvet from the Ministry of Education and in collaboration with the employers and the industry representatives and other ILO projects. Some initial results to date include the identification of priority occupations in some subsectors, definition of key competencies, curriculum development and the assessment and certification of trainees.

ENABLE is closely aligned with **ILO Output 3.4**, *Increased capacity of Member States to develop effective and efficient labour market programmes and services to support transitions*. Main input to this result is the technical support and coaching provided to ten SDCs (with ten more underway), enhancing their ability to deliver employment services. Additionally, ENABLE also supports this output through generating working days for vulnerable workers through EIIP initiatives.

ENABLE also aligns with **ILO Output 4.3** on *Support to MSMEs for Decent Work and Productivity* as ENABLE has contributed to build a network of certified trainers in Lebanon and capacitated potential entrepreneurs with foundational business skills through the SIYB

training programme. In addition, ENABLE has launched in April 2025 a second capacity development initiative “Sustainable and Resilient Enterprises Training Programme (SURE) aimed at business development service providers to reinforce stability and resilience of SMEs.

Finally, ENABLE might contribute to **Output A.1. More and better statistics with reliable labour market information systems**. The co-financing of the *Labour Force and Household Living Conditions Survey* which planned implementation was suspended in 2024 due to the war, is expected to resume in the third quarter of 2025.

EQ 6. What are the major factors influencing the achievement or non-achievement of results?

Finding 15. A mix of external challenges and internal project features has shaped ENABLE’s ability to achieve results. On the negative side, the Lebanon-Israel war, the ongoing political instability and the deep economic crisis have interfered and created delays. At the same time, the project’s broad design has been a ‘double-edged sword’ -offering flexibility to respond to emerging needs but also making it harder to maintain a clear strategic focus. On the positive side, ENABLE has benefited from the ILO’s strong technical expertise and solid partnerships, which have helped keep key actors engaged and contribute to better quality in implementation.

During the interviews and in some group discussions, issues, situations, and circumstances that had an influence on the project or specific activities were frequently raised. The most relevant ones are the following:

The Israel–Lebanon War: The war between Israel and Lebanon in the last quarter of 2024 had a significant impact on the implementation of the project. Planned training and public works activities in the southern governorates were cancelled, and most activities planned in Beirut and the surrounding area were suspended. Several training sessions were interrupted or required the adaptation of action plans, with some sessions being moved to northern locations. ENABLE repurposed some activities resulting, amongst other changes, in the implementation of a short-term employment scheme in Beirut. The war's impact has also required a reassessment of the physical state of some SDCs before further engagement.

Political instability, limited capacities and economic crisis: The ENABLE project was launched during a period of severe political instability, under a caretaker government, and amid the collapse of Lebanon’s administrative and institutional capacities. Key decisions and actions by government entities, such as the final selection of the 20 SDCs to be supported, the sharing of lists of social protection beneficiaries, the validation of the employability manual and the approval of competency-based curricula, were significantly delayed. This impacted the timely implementation of several project’s activities. Furthermore, the chronic underfunding of the SDCs, including lack of adequate equipment, poor connectivity, and minimal infrastructure and, particularly, the sharp devaluation of public sector salaries, created additional operational challenges.

Broad project design: The project’s broad scope has been both an asset and a liability. On one hand, its flexibility facilitated ENABLE to respond swiftly to evolving circumstances—seizing emerging opportunities and contributing meaningfully to emergency relief and early recovery efforts. On the other hand, several stakeholders argued that such breadth diluted the project’s strategic focus and increased the risks of spreading resources too thinly

undermining its overall effectiveness. As one stakeholder aptly put it, “ENABLE should avoid being a jack of all trades and a master of none”.

The ILO’s technical expertise and established partnerships: ENABLE has built on the ILO’s proven track record in skills development, short-term employment through public works, entrepreneurship, and social protection to achieve its goals. This solid technical foundation has also benefited several of its implementing partners, enhancing their capacities and strengthening their commitment to the project. In turn, their ongoing participation has helped to ensure a higher quality of service delivery, thereby strengthening the project’s overall effectiveness.

EQ 6.1. Are there any identifiable positive or negative unintended results?

Finding 16. An unexpected and positive result has been the high level of commitment and involvement shown by SDC staff that have viewed the planned employment orientation activities in their centres as an opportunity for professional development and to connect with and support the communities they serve. Another unexpected positive effect has been the provision of humanitarian assistance through an adapted WBL training.

One unexpected positive result of the ENABLE project has been the high level of commitment, engagement, and even enthusiasm demonstrated by staff across most Social Development Centres (SDCs). Some stakeholders highlighted this in their feedback, and it was repeatedly echoed during the group discussion and interviews with SDC personnel.

Confronted with cuts to its traditional services—such as health referrals, cash assistance, and psychosocial support—SDC teams have viewed the employment-orientation activities as both a means to reconnect with their communities and an avenue for their own professional growth. The training they have received in employability coaching, for example, not only enable them to work with a broader range of beneficiaries (including those with higher education levels) but also renew their sense of purpose by directly addressing local needs. This sentiment was echoed not only in the success stories of employment coaching for SDC users, but also in references to SDC staff’s monitoring role in the NDA referrals within the ILO–UNICEF pilot project. In addition to their intrinsic motivation, the modest financial incentives afforded to SDC staff—and the resources allocated for activity costs (e.g., workshop materials, refreshments)—provide a much-needed “lifeline” for centres operating with minimal budgets. Some stakeholders first, and the staff during the GD later, reported that hosting community gatherings—welcoming municipal representatives, local businesses, and community leaders into their centres—revitalized their operational capacity and enabled them to demonstrate value to local actors and beneficiaries alike.

A second unexpected positive effect was the provision of humanitarian assistance to displaced families in Tripoli and Akkar through the adaptation of the WBL trainings implemented during the conflict with Israel. Originally, WBL trainings were planned across North Lebanon, Akkar, Mount Lebanon, and Beirut. However, due to the outbreak of war, activities were adjusted to focus on crisis response, shifting entirely to the North. Seven WBL training groups were formed, integrating practical learning with humanitarian aid efforts. Training hours were used to produce essential goods and services, and food distribution and medical assistance was provided through the SDCs in the area. An estimated 1,035 people benefited indirectly from healthcare services, and nearly 3,400 individuals received in-kind food assistance.

EQ 7. How is the project's implementation contributing to ILO's cross-cutting issues: gender equality and disability inclusion, social dialogue and labour standards?

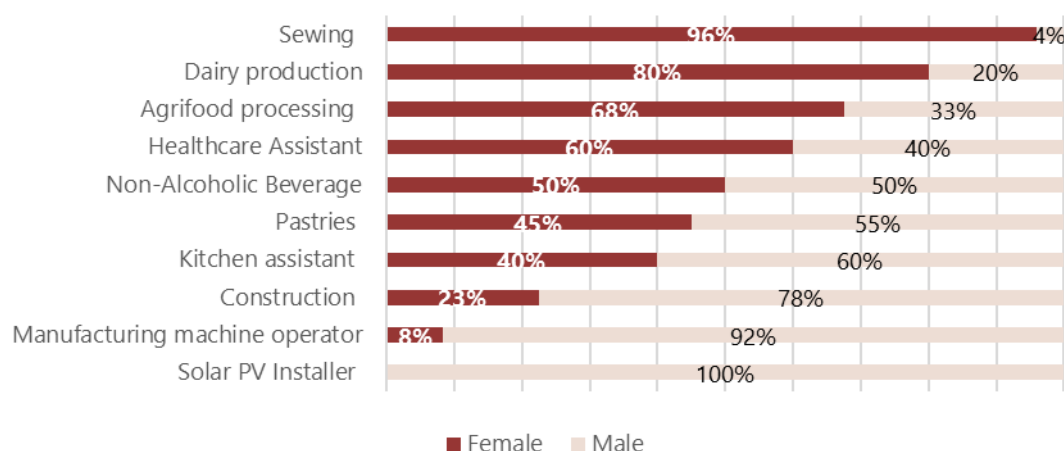
Finding 17. ENABLE has promoted equal opportunities and participation for women and men in project activities, and the project is meeting its targets. Some measures have been implemented to make training and workplaces more inclusive, but they have not been consistently applied in all interventions. Further action is needed to encourage women to pursue non-traditional TVET careers, to help women entrepreneurs overcome gender-specific barriers, and to integrate gender considerations - and other identity markers such as legal status, religion and disability- into capacity-building efforts for SDC staff.

Overall, ENABLE is ensuring that women and men have equal opportunities and participation and treatment in project activities. Available data reveal that the project is successfully targeting both women and men. While men are majority in EIIP (55%) and WBL opportunities (53%) women outnumbered men in SIYB trainings (85%) and in completing soft skills training and financial education provided under EIIP interventions (52%).

Some measures have been implemented to make training and workplaces more accessible and inclusive. For instance, although men and women were contracted equally for most of short-term placement activities, work is gender-segregated with only men performing heavy construction. For the SIYB training, the implementing partner provided a childcare service, but this practice has not been adopted in other training or in EIIP initiatives despite plans to do so in the project DoA.

The choice of specialisation in WBL training reveals the persistence of gender-based patterns, with women being majority in gendered fields such as sewing and food production and largely absent from others like machine operation or solar installation, traditionally male dominated but also better-paying sectors (Figure 3). These findings suggest the convenience to reassess the range of specializations offered and to strengthen pre-enrolment activities—particularly orientation and information sessions for pre-selected applicants—to better encourage women to consider non-traditional and more lucrative training paths.

Figure. 3 Breakdown of completed training specialisations by gender



SIYB participants and trainers alike credited the course's interactive methodologies—engaging business games and expert-led sessions—with building both confidence and

entrepreneurial talent. For instance, SIYB trainers noted that, although many women entered the course with similar business ideas, often related to their daily chores such as food processing, by the end of the program some of them were able to diversify options and had developed distinct and innovative business ideas. Nevertheless, the GD also revealed ongoing barriers for women entrepreneurs: balancing family responsibilities with business demands; lack of a network of contacts and pervasive gender discrimination in male-dominated sectors where women feel they must “double their efforts” to prove themselves. Moreover, women refugees who wear the veil pointed out to intersecting forms of discrimination that further undermine their confidence to start a business. As one participant noted during a group discussion, “They disregard our skills and experience and only see us as women wearing veils”. These insights point to the need for targeted support measures that address both skills development and the specific social challenges women face in launching and growing their businesses.

Discrimination against women was also explored in the discussions with SDC staff. Participants acknowledged that women face additional barriers to employment, including pregnancy-related discrimination, childcare responsibilities, and systemic challenges rooted in prevalent patriarchal norms in the Lebanese society. However, it should be noted that this recognition does not automatically translate into gender-responsive coaching skills unless accompanied by targeted training and practical guidance on addressing gender-specific barriers. In this regard, the evaluation found that gender was not adequately mainstreamed in the capacity building provided to SDC staff. The *Coaching for Employability* manual, for example, does not address discrimination against women or provide guidance on how to support them in overcoming gender-specific challenges or advancing their careers.

Finally, during GDs with Palestinian men participating in short-term employment opportunities, several expressed that Palestinian women now seem to enjoy preferential treatment in hiring processes – for instance, in hotels, restaurants, and supermarkets or even in NGOs. While these testimonies cannot be taken as representative of a general opinion, they may indicate an incipient feeling of disenfranchisement and a perception that any positive action in favour of women equates to discrimination against men. It is therefore appropriate that any gender-focused action is accompanied by clear communication, inclusive engagement strategies and broader efforts to address the structural challenges faced by all marginalized groups to ensure social cohesion and support for gender equality initiatives.

Finding 18. People with disabilities participate in several of ENABLE’s interventions but disability inclusion is not consistently tracked. The current pilot to test a referral mechanism that links National Disability Allowance beneficiaries to labour activation opportunities can provide valuable insights for wider implementation.

ENABLE has made visible progress in including people with disabilities in its interventions. However, the project does not consistently track disability status, which makes detailed analysis impossible. Most implementing partners report mixed results, with some EIIP activities exceeding initial targets in including persons with disabilities, while others have not reached those levels or do not report on them. While no person with disability participated in the WBL on construction, several efforts were made in the other two training courses provided by SAFADI, which led to 5% of trainees being PwD.

ENABLE is currently supporting a well-designed pilot project, implemented in partnership with the ILO Social Protection Unit, UNICEF, and the MoSA’s central unit. This pilot aims to develop and test a referral mechanism that links NDA beneficiaries to labour activation

opportunities—specifically short-term employment and cash-for-work initiatives. It targets selected beneficiaries in areas where job opportunities have already been identified and where employer’s sensitization efforts have taken place (mostly NGOs). This initiative is expected to generate valuable lessons on "what works" in building an institutional referral system to employment for PwD. While still in progress, the pilot represents a promising step toward scaling such a mechanism to SDCs. ENABLE is expected to absorb lessons from this experience to inform broader implementation. SDC staff are also involved in the monitoring and follow-up of these beneficiaries, and the *Coaching for Employability* manual will include a dedicated section on the referral mechanism to support its institutionalization.

Finally, no specific references or attention has been identified with regards to other ILO cross-cutting issues such as social dialogue and labour standards.

4.3. EFFICIENCY

EQ 8. Are the available technical and financial resources adequate to fulfil the project plans?

Finding 19. ENABLE's technical resources are considered sufficient to support the project in achieving its intended results. These resources include the core team, additional expertise shared with other projects, and further support from several ILO ROAS DWCT specialists. Regarding financial resources, stakeholders generally assessed them as adequate for performing the agreed tasks. Budget utilization analysis shows that spending and commitments are currently below planned levels—with only 55% of funds spent or committed. Moving forward, addressing challenges in budget execution and program coordination will be key to fully realizing the project’s objectives.

Consulted stakeholders are of the opinion that the project has sufficient technical support to achieve its intended results. The current core project team – a CTA and six staff in technical and managerial positions- is supported by other technical personnel (engineer, social protection expert) on a cost sharing basis with other parallel projects. Technical backstopping and guidance have been provided by several specialists from the ILO ROAS DWCT particularly on social protection, enterprise development and skills development. ILO International Training Centre in Turin has also been involved in drafting the manual for employability and in providing training to SDC staff.

The analysis of budget execution based on ILO project status by activity shows that budget utilisation is below planned levels. Based on the current allocation of 8,238,069.98 USD over a commitment of 10,000,000 EUR, by the end of the second year of implementation (2024), the project had spent 24% of the total funds (1,895,821 USD) and had committed an additional 31% (2,577,432.35 USD) for 2025. Nevertheless, around 43% of the total allocation (3,533,229.13 USD) would remain to be executed. The bulk of the non-allocated funds corresponds to EIIP activities (1.32.3691,94 US\$) as only 50% of the budget has been executed or committed. The provision of small grants to micro entrepreneurs (100%) and the delivery of work-based learning opportunities (45% of the budget remaining) are the other two activity line budgets with the lower expenditure rates. This might partially be explained by the suspension in the second semester of 2024 of the financial disbursement to those entrepreneurship projects selected for financial support, and also, to the fact that ENABLE has cofinanced some of the WBL training programs.

Regarding the adequacy of available financial resources, the overall project budget was initially structured around unit costs (e.g., per item or per service unit). However, actual implementation relies on contracts that vary in structure—some are lump-sum, while others are milestone-based or time-based. This shift makes it challenging to track spending per unit as originally budgeted. However, the consulted stakeholders mostly assessed allocated budgets as adequate for performing the agreed tasks.

EQ 8.1. Are they allocated strategically to provide the necessary support to achieve the broader project objectives?

Finding 20. Both external factors, such as the country's political instability and armed conflict, and internal factors, particularly ENABLE's broad design, limited planning, and absence of a structured monitoring system, have posed challenges for the strategic allocation of resources and timely delivery of activities.

As was pointed out in the EQ6 question on effectiveness, the country's political instability, the subsequent conflict with Israel, and the broad design of the intervention are also factors affecting the strategic allocation of resources. The latter, in particular, has resulted in resources being spread too thinly across numerous locations, interventions and implementing partners. This has increased transaction costs and administrative burdens, and added complexity to coordination, placing significant demands on the team. Furthermore, this approach makes it difficult to refine models or scale up successful interventions systematically and if not corrected may result in marginal effects rather than a deep, sustainable impact.

Secondly, the need for frequent revisions and amendments—whether costed or non-cost—across several implementation agreements between ENABLE and its partners suggests shortcomings in the initial planning and scoping of activities and financial resources. This has had consequences for efficiency, including delays in delivery timelines and increased indirect costs related to renegotiation and contract management. Finally, as noted under EQ3, the project did not invest resources in developing a formal monitoring plan to support implementation. The absence of a functional monitoring system has significantly hindered the implementation process. Key shortcomings include inadequately defined means of verification, a lack of tools to track and monitor indicator performance, and insufficient mechanisms for data collection and analysis. These gaps were compounded by the limited availability of human resources to carry out monitoring tasks, leaving the project without the necessary feedback mechanisms to identify problems early and adapt accordingly. Moreover, the absence of a formal monitoring framework, unclear roles and responsibilities for monitoring, and limited use of data for learning and programme improvement further weakened the system's ability to support evidence-based decision-making.

EQ 9. How efficient is the communication among the project team, the regional office and the responsible technical departments at ILO ROAS?

Finding 21. The project has effectively collaborated with other ILO projects to co-develop labour activation pilots and training programmes, as well as delivering complementary activities, leading to a more efficient use of resources. While coordination between ENABLE and the technical departments of ROAS is clear and prompt, a stronger sense of partnership within the ENABLE team could further enhance efficiency.

Communication between ENABLE and the regional office and the responsible technical departments at ILO ROAS was mostly valued in a positive way. The communication around the implementation of ENABLE is perceived as clear, timely and useful, and requests from ENABLE to ROAS and vice versa are completed within the expected timeframe. As stated in EQ.4 on Coherence, both the document review and the interviews with key stakeholders pointed to many examples of successful synergies between ENABLE and other ILO initiatives. This collaboration has helped avoid overlaps, enhance resource utilization, and improve effectiveness. Some examples of this collaboration and coordination are:

- The co-piloting, in partnership with ILO's Social Protection cluster and UNICEF, of the referral system linking NDA beneficiaries to labour activation programmes, aiming to develop a scalable framework for broader social protection beneficiaries.
- The joint work with the ILO Social Protection cluster in supporting the MoSA to define and activate the National Committee on Labour Activation to provide policy and strategic guidance on labour activation and economic inclusion.
- In collaboration with the Skills-Up programme (Norway-funded), the delivery of market-responsive skills training and post-training support (WBL) to vulnerable Lebanese and Syrian youth. A second WBL initiative was also implemented with Skills-Up and SOLIFEM (another EU-funded intervention).
- The ongoing coordination with the ILO EIIP to plan interventions in infrastructure, green works, and forest management.
- The co-financing of a rapid assessment on the impact of the war on 2,100 workers and 700 enterprises with the Netherlands-funded PROSPECTS. Also, together with PROSPECTS and the Sweden-funded BOUZOUR project, ENABLE supported the SIYB Training of Trainers (ToT) to develop a national pool of skilled SIYB trainers, including staff from various Lebanese ministries. ENABLE has also benefited from PROSPECTS' adaptation of financial education materials to the Lebanese context.

Finally, it should be noted that while the ENABLE team's internal communication and coordination is generally considered functional, some ILO interviewees identified areas for improvement. In particular, there were observations about a somewhat siloed approach to work, with insufficient clarity on role definitions and task sharing across the team. A stronger sense of shared purpose, clearer internal communication and enhanced coordination around common plans could foster a more cohesive team dynamic which would lead to greater efficiency.

EQ 9.1. How efficient are the coordination efforts and dialogue with main stakeholders?

Finding 22. ENABLE has established effective channels for coordination with national and local authorities and has harmonized implementation mechanisms with other development actors active in the livelihoods sector. The project has also taken steps to coordinate with other initiatives to increase synergies and avoid duplication, although there remain opportunities to strengthen coordination around initiatives on local development planned for SDCs

Since the project's inception, there has been ongoing dialogue between ENABLE and the MoSA, focusing on securing the MoSA's validation for some of ENABLE's proposed approaches and the implementation of certain activities. MoSA has played a formal role in approving key components of the programme, such as the coaching form employability manual, and has provided guidance on the future integration of RACs. However, it does not have a structured monitoring system in place for ENABLE's actions and its capacity for

continuous oversight remains limited. In terms of coordination, until the end of 2024, this coordination was supported by an external focal point who served as a liaison between MoSA and ENABLE. According to interviews, the current ministerial team is phasing out this system in favour of relying on their own public servants. While this shift represents a positive step towards greater national ownership and sustainability, it could present coordination challenges, given the current significant staffing and institutional capacity constraints of the MoSA that could prevent it from effectively taking on this role. Coordination with local actors, such as municipalities, has produced some good results, and there is potential for increasing their participation in the EIIP project activities. There is also potential for fostering their active participation in the SDC's local employment networks.

ENABLE participates in a number of coordination mechanisms. The Livelihoods sector Working Group (WG) is currently operating online and according to some consulted actors this may limit its effectiveness as coordination platform. Other smaller groups, such as the CfW WG and the Skills Development WG, seem to be more effective forums for discussing common issues, such as the harmonisation of short-term placement beneficiary selection criteria or salary levels, among development partners.

ENABLE has coordinated bilaterally with the Italian Agency for Development Cooperation (AICS), primarily prior to the war on SDC selection — given that between eight to ten SDCs receive support from both organisations— and in the joint development of a common needs assessment questionnaire with other partners working with SDCs. While acknowledging both organizations' willingness to coordinate their efforts around shared employment objectives at the 8–10 SDCs supported by both partners, some interviewees also suggested that closer collaboration and joint action on other shared priorities — such as capacity-building initiatives, infrastructure support, and community outreach — could create greater synergies and complementarities between the two interventions.

Finally, ENABLE is coordinating with the UNRWA EU-funded project to establish a common framework for carrying out labour market assessments. Additionally, UNRWA has supported ENABLE's outreach efforts by identifying potential Palestinian candidates for the ENABLE short-term placement intervention in Horsch Beirut.

EQ 10. How efficiently are resources allocated and utilized in the project to ensure equitable access and benefits for both women and men?

Findings 23. While ENABLE has efficiently allocated resources to achieve gender parity in participation, this has not translated into equitable outcomes for women and men.. The project's resources have primarily supported general participation targets without sufficient investment in targeted measures to address the specific barriers women face. Budget allocations and implementation documents largely lack gender-specific activities or strategies, limiting the project's efficiency in using resources to ensure meaningful and equitable benefits for both women and men.

As already pointed out, ENABLE's gender results were framed primarily in terms of achieving parity in women and men's participation. From this perspective, the allocation of resources has been efficient as ENABLE is on track to meet its quantitative targets for women's participation. However, as also noted, women are not necessarily benefiting equally in terms of access to actual outcomes—particularly employment. Gender norms, unequal care responsibilities, limited mobility, and employer bias continue to hinder women's full participation and success.

A review of the project's budget information did not identify any activity specifically aimed at addressing women's specific disadvantages, apart from a generic activity under the EIIP component that aimed at "Promoting job training and awareness-raising for workers and beneficiaries, with a special focus on enabling women's participation". Furthermore, several of the revised project Terms of Reference (ToRs) and implementation agreements lacked explicit gender equality considerations or included them only in the form of quantitative targets without clear measures to ensure equitable access to benefits.

With regards to technical support, there is scope for ENABLE to rely on the gender expertise available within ILO ROAS to revise, for example, some elements of the project design and, also, to support in developing adequate metrics to track gender responsive results.

4.4. IMPACT ORIENTATION

EQ 11. Is the project likely to achieve its stated long-term objective?

Finding 24. From an impact perspective, ENABLE's performance is delayed, primarily with regard to employment outcomes and the number of short-term job opportunities made available. However, progress has been made in strengthening institutional capacity and supporting policy implementation, which are areas that hold potential for lasting impact. Feedback from beneficiaries reflects a mixed picture, highlighting both successes and ongoing challenges in accessing suitable employment. In order to enhance its contribution to its long-term goal, the project would benefit from a clearer strategic focus and stronger integration of its components.

In the context of ENABLE, 'impact' refers to improving the living conditions and resilience of refugees displaced by the Syrian crisis, as well as those of vulnerable host communities in Lebanon. As previously stated, given the project's resources and timing, the proposed impact target of '*A 10 percentage point reduction in the proportion of people living below the national poverty line*' does not seem realistic. It is also unclear how the project could reasonably claim attribution or even a clear contribution.

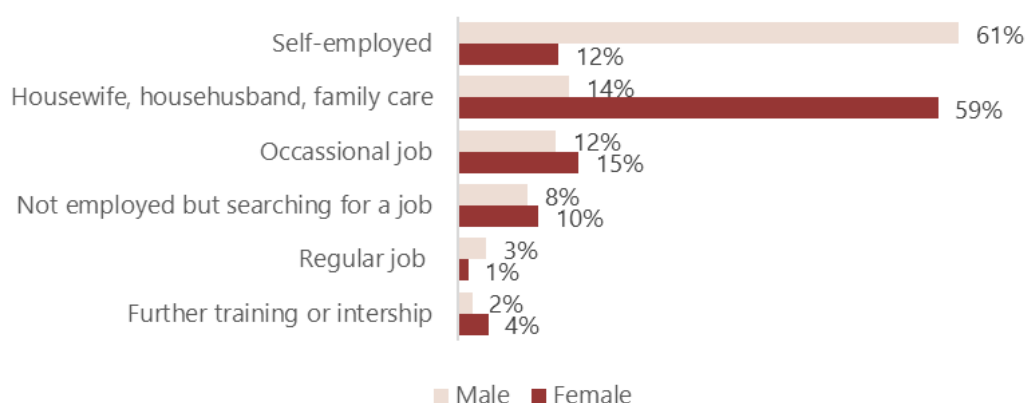
However, the project design also assumes that achieving its outcome and outputs will ultimately lead to progress on its long-term objective. Following this approach, revising the available performance data discussed in EQ.5 shows that some key targets, particularly those relating to employment outcomes are delayed. The project's components remain loosely integrated, which also hinders impact. Nevertheless, ENABLE is achieving more success in supporting public organisations with capacity building to provide better services to beneficiaries and has also made some progress in supporting policy implementation. These types of achievements have the potential to make a lasting impact, particularly if the project can establish more strategic priorities, increase integration across components and improve monitoring systems.

Ultimately, impact is about those who benefit from a project, and their experiences are what determine whether a project is making a difference to their lives. Perspectives from beneficiaries provide valuable context on the project's success and areas for improvement. During the group discussion with WBL trainees, participants reflected on their experiences one year after completing the training. They highlighted a mix of challenges and successes in finding suitable employment. For some, the training provided them with the skills needed to obtain or maintain employment. Others, despite completing their training, faced difficulties

due to low salary offers and impractical job locations. Opinions were mixed about the value of certifications. Some considering them to have clear added value, while others highlighted their limitations when not accompanied by local connections. This reflects a broader lack of trust in the labour market's ability to function transparently. Proficiency in the English language also emerged as a crucial factor in accessing employment opportunities. Some participants also expressed a desire for essential equipment and financial support for their entrepreneurial aspirations.

Regarding the short-term placement workers, and based on the survey results, both women and men reported comparable levels of precarious or occasional employment, as well as continued job searching after completing the short-term placement opportunity (Figure 4). While 61% of male participants reported being self-employed, a similar proportion of female participants identified household and caregiving duties as their primary responsibility which points, amongst other possible ones, to care responsibilities as a barrier to labour market participation. Existing policies and regulatory restrictions - such as the lack of residence permits for Syrian and Palestinian refugees- limit access to formal education, the labour market, and social protection. These systemic constraints, combined with the short-term nature of short-term placement opportunities, reduce the likelihood of transformative or sustained employment outcomes, as highlighted in interviews and focus group discussions.

Figure 4. Employment situation after completing the short-term placement opportunity



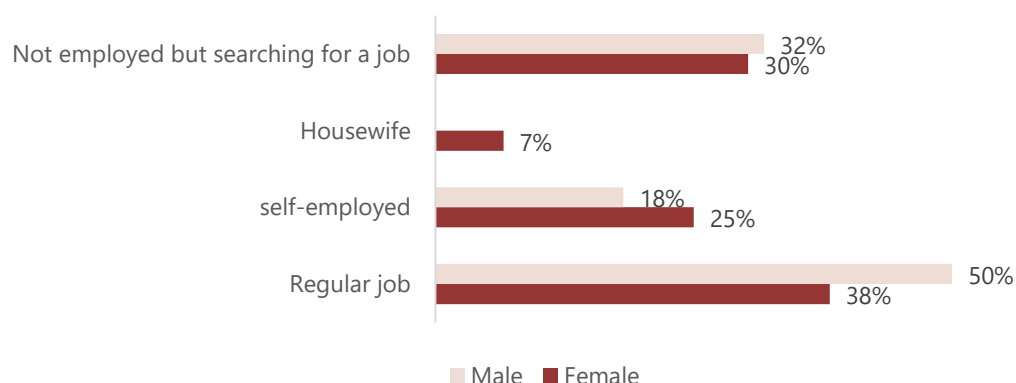
EQ 12. How likely is the project to impact the lives of women and people with disability?

Finding 25. ENABLE was not designed or implemented with a gender-transformational and inclusive lens, and early project outcomes reflect only modest impact in this regard. Persistent gender barriers and intersecting forms of discrimination highlight the need for more tailored interventions, both through engagement with the private sector and community-level efforts, to effectively enable women and PwD to benefit from livelihood opportunities.

The project has succeeded in including women across all activities, with balanced participation in training and employment support. However, it was not designed or implemented with a gender-transformational lens, and this limits its long-term impact. For example, the evaluation survey results showed that women's employment outcomes lagged behind those of men six to nine months after WBL training ended. Only 38% of women reported holding regular jobs, compared to 50% of men. A higher share of women (25%) reported being self-employed, compared to 18% of men—suggesting that self-employment

may offer a more accessible pathway for female participants. Meanwhile, the rate of unemployment (those not employed but actively looking for work) remains similar between men and women, at around 30% (Figure 5).

Figure 5. Employment situation 5-10 months after WBL training



While these figures indicate some positive impact of the WBL training on employment, its overall potential is constrained by two key barriers. On one hand, the private sector often lacks the readiness or willingness to accommodate women—offering inflexible working hours and inadequate facilities. At the same time, the government has failed to establish or promote investments in childcare services or launch awareness and incentive measures to promote and reward companies that facilitate women's access to employment. On the other, deep-rooted social and cultural norms continue to restrict women's participation in the labour market, particularly in more conservative communities. As one implementing partner explained: “Young women in some communities are not the decision-makers. If they want to engage in employment, they need family support.” These intersecting challenges highlight the need for tailored approaches—both to engage employers in creating inclusive work environments, and to work with families and communities to shift norms and expand women's employment opportunities.

With regard to people with disabilities, as with gender, the primary focus has been on achieving targets. Furthermore, since no consistent monitoring data is available at this stage, it is not possible to assess the project's impact.

4.5. SUSTAINABILITY

EQ 13. Does the project have an exit strategy to ensure the sustainability of its efforts?

EQ 13.1. What measures have been considered to ensure that the key components of the project are sustainable beyond the life of the project?

Finding 26. While ENABLE has not yet defined an exit strategy, the strengthening of capacities and the fostering of ownership of SDCs staff contribute to sustainability. The project has the potential to build on these elements in order to develop a sustainability strategy focused on consolidating these and other results.

ENABLE has not yet developed an exit strategy for transferring the project in an orderly and efficient way, but some of the actions it has taken may contribute to the sustainability of the results. The project is contributing to strengthening capacities at the institutional and organisational level, including those of its national partners. Other measures, such as the formation of local committees around SDCs, are contributing to foster ownership of the project activities and shows great promise in terms of generating positive effects. According to interviews, government and public institutions, as well as implementing partners, are motivated and committed to upholding project results.

A future exit or sustainability strategy should outline the conditions that need to be in place to ensure the project's results remain sustainable over time and, at the same time, provide guidance on where to focus efforts to prevent threats to sustainability at a stage where adjustments and supportive measures can still be implemented. Some observations and suggestions emerged from interviews and group discussions that ENABLE could consider when establishing its sustainability strategy:

Limited financial resources. Lack of financial resources due to the ongoing economic crisis threatens the continuation of activities. The most frequently suggested solution was to extend the project's timeline, probably to a second phase, and allocate additional resources to consolidate results while establishing a long-term vision, which includes identifying new financing sources.

Unclear institutional setup for SDCs. While SDCs have initiated some actions to provide certain employment services, this function is not clearly reflected in their mandate. Instead, the responsibility for employment promotion lies with the MoL under its current mandate. ENABLE would be in a position to support the efforts to convene the MoL and the MoSA, to discuss and agree on how this new role for SDCs in providing employment services can be integrated and sustained within the future structure of public employment services in Lebanon.

Capacity building needs. ENABLE is providing support to SDCs through training and coaching, as well as offering assessments and resources such as toolkits and guides. These measures promote the sustainability of efforts. However, stakeholders noted that sustaining these newly acquired skills will likely require ongoing support mechanisms. To address this issue, ENABLE should consider fostering peer-to-peer learning networks among supported SDCs. In these networks, experienced staff would provide peer coaching or technical support to newer SDC staff. ENABLE should also consider involving the Lebanese University or technical schools for these institutions incorporate ENABLE's capacity-building materials into their courses.

Sustainability of training on employment outcomes. The labour market in Lebanon has undergone a significant contraction and employment opportunities are limited and remuneration is low. In order to enhance the sustainability of TVET outcomes, some stakeholders have proposed supporting groups of graduates, rather than individuals, to start small businesses. This approach is coherent with the project's current SIYB training. It could be implemented by providing the necessary capacity and resources, as well as long-term support in the form of orientation, guidance and market opportunities. The importance of collaborating with the local chambers of commerce to enhance connections with the labour market and promote successful business ventures was also stressed.

Sustainability of entrepreneurship support. Some stakeholders recognised the trade-offs involved in supporting small entrepreneurs with grants or subsidised loans versus ensuring

long-term sustainability. While a commonly promoted and more sustainable approach in microfinance involves enabling beneficiaries to access and repay loans—while building their skills and capacities to manage businesses over the long term—the high levels of vulnerability among ENABLE’s target groups have led to recommendations in favour of grants or subsidized loans. In order to ensure long-term sustainability, ENABLE should consider how to strengthen the links between SDCs and microfinance institutions once its direct funding has concluded.

These recommendations, while practical and aligned with ENABLE’s mandate, must be viewed within the broader economic and institutional realities of Lebanon. After years of overlapping crises, the country’s economic capacity to generate employment—particularly decent, formal jobs—remains extremely weak. In this context, supply-side interventions targeting extremely poor communities, such as vocational training or short-term cash-for-work schemes, have a limited long-term impact unless accompanied by demand-side measures or a functioning social protection system. While such interventions may offer temporary relief, they risk creating dependency without addressing the structural barriers to sustainable livelihoods. Given the ongoing contraction of the private sector and political instability, the sustainability of ENABLE’s efforts is uncertain without concerted efforts to stimulate job creation and economic recovery. This highlights the need for ENABLE to plan its sustainability efforts in coordination with wider economic recovery initiatives in Lebanon.

EQ 14. Has the project considered gender in planning in its sustainable measures?

Finding 27. No specific sustainability measures have been put in place to ensure that gender-related results are maintained over time. Training personnel on gender responsive approaches or complementing entrepreneurial support with specific measures for women entrepreneurs are some possible actions to consider when planning for sustainability.

The project has not explicitly considered gender in planning its sustainability measures, largely due to the limited gender approach embedded in its overall design. As a result, no specific sustainability measures have been put in place to ensure that gender-related outcomes are maintained over time. Nevertheless, there are opportunities to strengthen the sustainability of gender results in the forthcoming period. One measure is to provide targeted capacity building for key beneficiaries, such as SDC staff, to increase their understanding and application of gender-responsive approaches in their work. This would not only strengthen their ability to identify and address gender barriers but also foster a more inclusive and equitable approach to service delivery.

In addition, revising some of the project’s current initiatives from a gender perspective could help identify where gender-related adjustments or complementary measures are needed. Tailored capacity-building activities and specific support measures for women could be integrated in entrepreneurship initiatives to help address the barriers they face in accessing economic opportunities and sustaining their livelihoods.

4.6. LESSONS LEARNED AND GOOD PRACTICE

One of the purposes of the mid-term evaluation is to identify lessons learned and good practices. Before presenting them, it is relevant to note that ENABLE and its partners have themselves identified several lessons learned and have reported and documented in their

progress reports. To exemplify, here is presented a combined and synthesis of some of the lessons learned that have been reported in the past two years. These lessons learned are:

- Close stakeholder management is needed in EIIP interventions: Multiple stakeholders are involved in construction and training projects, including local government, training providers, contractors, and workers/trainees. Detailed coordination mechanisms need to be set in place before, during, and following project implementation.
- Balancing online solutions with traditional approaches in trainings: Online training solutions increases reach – as the capacity building training to SDC staff on coaching for employability- but maintaining the essential human socialisation and interaction aspects of education and training through face-to-face modalities is crucial to enhance learning.
- Early-stage preparation is critical for effective WBL implementation: This might include conducting a comprehensive needs assessment during the design and preselection phases to define required skill sets with private-sector partners; allocating time, budget, and expertise for both curriculum adaptation and development; using competency charts to adapt more quickly to market changes, extending the inception phase to introduce WBL concepts to all stakeholders; and involving vulnerable groups (especially PWDs) from the outset to identify and address their specific skill gaps.
- Early involvement of private sector actors in WBL opportunities is essential: Private companies face time, economic, and legal constraints that can limit their participation in training activities. Broad outreach and regular coordination with these stakeholders are crucial to maintain their motivation and anticipate any challenges. Also, using sectoral field coordinators with industry experience might facilitate better connection with employers.

The findings show that ENABLE and its partners have collected many useful lessons that can be valuable for the next phase. It is also important to ensure that ENABLE establishes a process to identify and document the learnings and, also, that these lessons are translated into significant and replicable knowledge that can be shared and put into action.

This evaluation has identified a complementary lesson and an emerging good practice which are describe in more detail in Annex 6 and Annex 7 respectively.

Lesson learned: Enhancing outreach and profiling in short-term placement activities improve uptake

The evaluation found that some implementing partners had difficulty in recruiting beneficiaries for short-term placement opportunities due to either low initial commitment or significant dropout rates in the first few days of work. Contributing factors included the low daily wage, physically demanding conditions, and, in some occasions, limited interest from social protection beneficiaries. To address these challenges, tailored outreach efforts should be planned in advance, using a mix of dissemination tools—such as posters, flyers, social media, and announcements at the municipal level—and providing clear, detailed information about the nature of the work. Additionally, involving the construction company in the profiling and selection process to clarify job requirements and, where feasible, allowing candidates to view the working conditions first-hand can help beneficiaries set realistic expectations and reduce early dropout rates.

Good practice: Providing capacity development opportunities for national partners strengthens service delivery and the sustainability of ENABLE's actions.

ENABLE has involved several of its implementing partners in various capacity development initiatives. For example, Oxfam and COOPI took part in the 'Coaching for Employability' training course run by the ILO-ITC, and COOPI has also benefited from ILO EIIP teams' technical expertise in organising short-term placement activities. Some AEP staff have been certified as trainers in the SYIB package and have also received coaching from the ILO financial education master trainer. SAFADI Foundation, whose members had previously attended the ILO ITC courses on how to organise WBL trainings, has also benefited from various workshops and technical support from ILO skills development specialists to launch work-based initiatives. All these activities help to improve service delivery and support the future sustainability of ENABLE's efforts.

5. CONCLUSIONS

Relevance

ENABLE remains relevant to national priorities and its key institutional partners, particularly the Ministry of Social Affairs (MoSA), as well as its ultimate beneficiaries although some of the interventions proposed such as short-term employment opportunities linked to public works do not satisfy longer-term employment needs expressed by many participants. The project has also demonstrated ability to adapt to the evolving needs arising from the emergency and recovery phases following the war. Furthermore, its relevance to EU priorities is well established, particularly with regard to supporting vulnerable populations affected by the Syrian crisis, but its relevance also extends to the EU's bilateral programme in Lebanon, which focuses on creating employment opportunities. Its integrated approach, combining employment promotion, entrepreneurship support and social protection, clearly positions it within the core outcomes of the ILO.

Although ENABLE proposed relevant intervention areas, its theory of change did not clearly articulate the causal links between its components, which included skills development, short-term employment opportunities, support to self-employment creation and support for employment services. This resulted in fragmented and siloed reasoning, as reflected in the project's logframe. Furthermore, the absence of an intersectional gender analysis during the design phase undermined the project's capacity to promote gender equality. Rather than being gender-responsive or transformative, the project design mainly focused on achieving gender targets. Regarding its monitoring system, most of the proposed metrics are adequate, although they emphasise reach over impact. However, the absence of a complete baseline and milestones, coupled with the lack of a formal monitoring plan and limited resources, further undermines the project's ability to systematically monitor progress and evaluate effectiveness. Given these shortcomings, along with the evolving context in the country, there is a clear need to refine the theory of change and strengthen the project's monitoring system.

Coherence

ENABLE is well aligned with the ILO's strategic approach in Lebanon and is consistent with the broader portfolio of EU-funded interventions for the country. It has achieved good synergies with other ILO interventions, especially those focused on social protection and skills development, and has made efforts to coordinate with other EU interventions on social

protection to avoid duplication although there is potential for it to strengthen its connections with other EU interventions in support of the economy and recovery. At the same time, some actors consulted believe that there is scope for further improving the coherence of the ILO by standardising certain approaches across projects.

Effectiveness

Progress on the ENABLE project is uneven, as there are currently differences in the achievement of targets between outputs at this stage of implementation. Better results have been achieved in capacitating SDC staff, and a satisfactory number of participants have graduated from WBL training. However, short-term employment opportunities have shown slower progress, although implementation has accelerated since the second quarter of 2025. Overall progress towards the project outcome remains limited, and it may be difficult to assess using the current metrics without a baseline and data. While the project has met its target for the participation of women and men in project activities, and some measures have been implemented to make training and workplaces more inclusive, these have not been consistently applied to all interventions. ENABLE needs to work towards systematically integrating gender and intersectionality into its assessments, as well as into the design, implementation and monitoring of its activities.

A combination of external challenges and internal project features has impacted ENABLE's ability to deliver results. The Lebanon-Israel war, ongoing political instability and the deep economic crisis have caused delays. At the same time, the project's broad design has been a 'double-edged sword', offering flexibility to respond to emerging needs, but also making it harder to maintain a clear strategic focus. On a positive note, the ILO's strong technical expertise and solid partnerships have helped to keep key stakeholders engaged and improve implementation quality.

Efficiency

The majority of stakeholders consulted believe that ENABLE has sufficient technical and financial resources. However, the low spending and commitment rates to date highlight the need for stronger implementation practices. The combination of external and internal factors mentioned in the effectiveness' section has affected operational efficiency, alongside inadequate planning and insufficient monitoring. In terms of communication and coordination, ENABLE has formed collaborative partnerships and is utilising its resources effectively in certain areas, notably by co-developing pilots and training programmes with other ILO initiatives. To leverage these resources more effectively in future, it is essential to enhance internal cohesion within the ENABLE team, increase coordination with other actors operating at the SDC level, and sharpen the strategic approach. ENABLE has met its participation targets for women and men but advancing towards gender equality was not considered in resource allocation or implementation. As a result, resources have not contributed directly to women benefiting equally in terms of employment outcomes. This reveals a gap in the translation of participation into equitable benefits.

Orientation to impact

Despite ENABLE's performance is delayed, primarily with regard to employment outcomes and the number of short-term job opportunities made available, progress has been made in strengthening institutional capacity and supporting policy implementation, which are areas that hold potential for lasting impact. To enhance its contribution to its long-term goal, the project would benefit from a clearer strategic focus and stronger integration of its components. Feedback from beneficiaries reflects a mixed picture, highlighting both successes and ongoing challenges in accessing suitable employment particularly for

beneficiaries from short term employment opportunities. With regards to its long-term contribution to gender equality and disability inclusion, early project outcomes reflect only modest impact in this regard. Persistent gender barriers and intersecting forms of discrimination highlight the need for more tailored interventions engaging both the private sector and communities.

Sustainability

Although ENABLE has not yet defined an exit strategy, its efforts to strengthen capacities and foster ownership within SDCs lay important groundwork for sustainability. Looking ahead, the project could build on these achievements by developing a clear sustainability strategy that consolidates results and sets out the conditions needed for long-term impact. Key among these, are ensuring that SDCs' employment-related services are formally recognized across relevant government actors, providing gender responsive capacity building, supporting entrepreneurship opportunities for graduates of TVET programs to sustain training outcomes complemented with specific measures for women entrepreneurs.

6. RECOMMENDATIONS

The recommendations presented in this chapter have been formulated to 'improve the implementation during the remaining period of the project' (ToR) and are based on the conclusions of the evaluability assessment and the findings of the evaluation presented in chapter 4.

Recommendation 1: REVISE THE PROJECT THEORY OF CHANGE AND UPDATE THE PROJECT'S LOGFRAME.

- Addresses: ENABLE team
- Priority: High
- Resources: Low-medium
- Timing: Short

Justification: The project should refine its Theory of Change to strengthen the logical links between policy implementation support, institutional capacity-building at SDC level, and service delivery of livelihoods opportunities in collaboration with other local actors, better reflecting Lebanon's current context and constraints. This involves repositioning SDCs as connectors to local economic actors rather than full employment hubs, reinforcing the institutional and policy frameworks at the central level to support the SDCs' new role, and enhancing the integration between the SDC support and other ENABLE project activities. This will enable SDCs to play a greater role in designing and planning activities in their catchment areas, potentially leading to increased capacity, commitment and ownership. Based on the revised ToC, the logical framework should be updated to capture measurable results based on realistic assumptions.

Recommendation 2: DEVELOP A MONITORING AND LEARNING FRAMEWORK.

- Addresses: ENABLE team , implementing partners
- Priority: High
- Resources: Low -medium
- Timing: Short

Justification: Building on the revised logframe, ENABLE should develop a monitoring plan to track progress, assess achievements, and inform adaptive management. While aiming to keep it simple and manageable, the plan should clearly specify what will be monitored, how it will be done, and who will be responsible. The recommendation also includes developing a straightforward learning component for ENABLE to better identify and document lessons learned to generate useful knowledge for the project implementation. Implementing partners should be involved in all the discussions to agree on how to better track progress and on how to identify and exchange lessons learned to generate useful knowledge for the project implementation.

Recommendation 3: PRIORITISE STRATEGIC INTERVENTIONS AND INTEGRATE THE IMPLEMENTATION OF PROJECT COMPONENTS.

- Addressees: ENABLE team, ILO
- Priority: High
- Resources: Low
- Timing: Short -Medium

Justification: To enhance effectiveness, efficiency and impact, ENABLE should prioritise interventions that demonstrate early success or strong potential, such as in certain SDCs. This would allow for the systematic refinement of models and the scaling up of proven approaches, rather than spreading efforts too thinly. Reducing the number of small interventions would lower transaction costs and administrative burdens, freeing up staff time for deeper engagement and more robust technical support. ENABLE should also adopt a more integrated implementation approach, particularly between SDC capacity-building efforts and other key interventions, so that SDCs can participate more actively in supporting, and eventually co-managing, some project components. More specifically, ENABLE could:

- 3.1. Concentrate on high-performing SDCs:** The project should identify a reduced number of SDCs that demonstrate strong institutional capacity, engagement, and community reach. These centres can serve as pilot hubs for more intensive support and testing of integrated service models and coordination mechanisms.
- 3.2. Reduce the number of small EIIP interventions and, instead, aim to focus on a limited number of larger scale projects or prioritize specific locations where several interventions can be planned.** Larger-scale interventions can create more job opportunities, generates economies of scale, reducing the administrative and logistical costs and can better be aligned with public infrastructure or service needs (e.g., irrigation, roads, drainage). This might facilitate a better integration with local governance structures (municipalities) and allow for SDCs to gain a more relevant role while creating effective linkages to skills training for beneficiaries.
- 3.3. Prioritise training provision around a limited number of sectoral priorities.** In order to maximise impact and use resources more efficiently, the project could reduce the number of sectors in which it provides training, focusing instead on two or three priority sectors and related occupations that are highly relevant and have significant employment potential. These priorities should be identified through a review of previous work-based learning outcomes, existing market demand, and opportunities identified in coordination with other initiatives.
- 3.4. Integrate SDC capacity building with service delivery.** SDC capacity-building should be directly linked to practical responsibilities within the project, such as participating in

profiling and outreach of candidates for short term employment opportunities; managing beneficiary follow-up or hosting small, localized fairs in connection with vocational centres. This will help strengthen SDC ownership and move toward partial co-management of project components.

- 3.5. **Develop an exit strategy.** ENABLE should develop a clear sustainability strategy that outlines the conditions needed to maintain project results and prevent risks early. Priorities should include securing additional funding, clarifying the employment role of SDCs with national stakeholders, ensuring capacity retention through peer learning and academic integration, supporting group-based entrepreneurship, and linking SDCs with microfinance institutions to sustain business support after project funding ends.

Recommendation 4: ENHANCE COORDINATION WITH NATIONAL AND DEVELOPMENT PARTNERS

- Addresses: ENABLE team, ILO ROAS, EU Delegation in Lebanon
- Priority: Medium
- Resources: Low -Medium
- Timing: Short-Medium

Justification: ENABLE could strengthen its collaboration with national and international partners to increase efficiency and effectiveness and maximise the opportunities for sustainability. More specifically:

- 4.1. **Support coordination between the MOSA and MoL around employment services to vulnerable populations.** The project should provide more decisive support for the activation and operationalization of the National Committee on Labour Activation and Economic Inclusion, as it has the potential to become a key institutional mechanism for coordinating employment policies targeting vulnerable populations. With a clear mandate and actionable recommendations, this Committee could play a central role in fostering stronger collaboration between the Ministry of Labour, the National Employment Office and the Ministry of Social Affairs MoSA. It should serve as a platform to define the institutional role of SDCs in employment promotion and to formalize their linkages with MoL and NEO, including structured referrals, service delivery coordination, and data exchange mechanisms related to employment and livelihoods services.
- 4.2. **Strengthening coordination and collaboration with other partners operating in SDCs and/or with similar populations.** ENABLE should explore with other actors supporting SDCs, common priorities—such as capacity-building for employment services, infrastructure support, and community-level outreach—and designing joint actions (e.g., co-facilitated trainings, shared technical assistance, or pooled procurement) to reduce the high transaction costs and administrative burdens. Also, a closer coordination with other EU-funded projects sharing similar objectives—such as those targeting the Palestinian population—could enhance coherence, avoid duplication of efforts, and maximize impact. This collaboration could include regular information exchange and when possible joint outreach or awareness campaigns. Joint capacity-building workshops or referral mechanisms between projects could be established to create more consistent service delivery and to promote learning across implementing partners. This would not only increase efficiency but also support a more inclusive and harmonized response to the needs of vulnerable populations across communities.

4.3. Foster strategic coordination across EU-funded interventions Given MoSA's current limited capacity to coordinate external support and the EU's role as a leading donor in social protection, the EU Delegation in Lebanon might, even temporarily, convene an informal coordination mechanism—such as quarterly joint meetings—with implementing partners of EU-funded projects. These meetings would enable partners to share updates, identify technical support needs, and explore opportunities for collaboration, thereby maintaining coherence of EU support and increasing synergies. (see related recommendation 8: Strengthen linkages with broader EU-funded interventions).

Recommendation 5: ENSURE THAT ENABLE IS MORE GENDER-RESPONSIVE AND INCLUSIVE.

- Addressees: ENABLE team, ILO ROAS
- Priority: High
- Resources: -Medium
- Timing: Short- Medium

Justification: To enhance the economic inclusion of women, people with disabilities and other groups with multiple and overlapping forms of exclusion – as refugee women- it is crucial that ENABLE moves beyond gender-targeting toward the systematic integration of gender and intersectionality into assessments, design, implementation, and monitoring. This includes:

5.1. Support for women micro-entrepreneurs. Women micro-entrepreneurs face unique and persistent barriers that require targeted support to ensure the sustainability and growth of their businesses. Furthermore, refugee or undocumented women face additional legal and structural barriers when starting or sustaining a business. In addition to facilitating providing tailored training that addresses gender-specific challenges -such as limited mobility, digital exclusion, and time poverty-, peer learning and networking within the business community and enhanced access to support services, including women-friendly financial products, are also essential.

5.2. SDC gender and inclusive capacity building and coaching. The integration of gender, disability and other identity markers—such as nationality—into the capacity-building and coaching efforts for SDC staff should be strengthened and made more explicit. The *Coaching for Employability* manual should be revised to incorporate not only a disability perspective as it has planned to do but also a gender equality and intersectional lens highlighting specific barriers faced by different groups (e.g., being both female and a refugee or having a disability) and how that requires tailored coaching. Training modules should include content on gender-sensitive service delivery, inclusive case management, and tailored outreach approaches for marginalized populations. This will support the mainstreaming of inclusion and equity within SDCs' institutional practices.

5.3. Inclusive WBL across the full cycle. When offering Work-Based Learning (WBL) schemes, it is important to encourage women to pursue non-traditional and higher-paying career paths. To enable this, targeted outreach and orientation should begin early in the selection process, using gender-sensitive messaging and role models to challenge stereotypes. At the same time, awareness-raising and collaboration with private sector partners are essential to create enabling and inclusive workplace environments for female graduates and people with disabilities. This includes adapting workplace infrastructure, offering flexible arrangements, and addressing unconscious bias in hiring. Furthermore, engaging families and communities, particularly those from refugee origin, is critical to building a supportive environment for women and PwD participation in the workforce. Lastly, follow-up and mentorship

mechanisms should be embedded into WBL programmes to monitor integration outcomes and provide sustained support, particularly for those facing greater structural barriers.

5.4. Promote inclusive messaging and balanced engagement across genders. ENABLE should frame gender-responsive actions as part of a broader commitment to equity and inclusion—benefiting both women and men who face structural barriers. This might entail creating opportunities for dialogue with male beneficiaries, including refugee men, to better understand their concerns and reinforce the rationale behind positive action towards women.

Recommendation 6: CREATE ADDITIONAL AND MORE COMPREHENSIVE PATHWAYS FOR THE DIFFERENT TARGET GROUPS TO INCREASE IMPACT.

- Addresses: ENABLE team.
- Priority: Medium
- Resources: Medium
- Timing: Medium

Justification: Building on the project's accumulated experience and the comparative advantages of its implementing partners, more deliberate linkages should be established between the different project components to address current gaps in sustainability and impact. Participants in technical training programmes (e.g., WBL) could be systematically connected to entrepreneurship support schemes such as SIYB and given access to financial services. Conversely, micro entrepreneurs could benefit from additional technical or vocational training to strengthen their business capacity. To enhance the effectiveness of short-term placements, the project should consider extending their duration and ensuring structured follow-up, including job placement assistance and pathways into longer-term vocational or professional training in coordination with SDC. These measures might contribute to more comprehensive and durable livelihood outcomes for beneficiaries.

Recommendation 7: ENSURE SYSTEMATIC APPLICATION OF CONFLICT-SENSITIVE APPROACHES

- Addresses: ENABLE team.
- Priority: Medium
- Resources: Medium
- Timing: Medium

Justification: Conflict sensitivity and the 'do no harm' principle are essential tools for preventing harm in fragile or divided contexts, such as Lebanon. Although these principles underpin the project design, they have not been properly implemented. Looking ahead, ENABLE could systematically integrate rapid conflict analysis or stakeholder perception surveys in new interventions in coordination with implementing partners. Additionally, existing activities should be reviewed, particularly capacity-building measures focused on SDCs, as many of these organisations provide services to both refugees and host communities. Additional capacity building might be planned if found to be needed. This review should be conducted from the perspective of the 'do no harm' principle, with the aim of identifying unintended risks and developing mitigation measures if necessary.

Recommendation 8: STRENGTHEN LINKAGES WITH BROADER EU- FUNDED INTERVENTIONS

- Addresses: ENABLE team; ILO ROAS Senior Specialist for Employers' Activities; EU Delegation in Lebanon
- Priority: Medium

- Resources: Medium
- Timing: Medium

Justification: The EU's portfolio of bilateral interventions offers opportunities to establish meaningful connections. ENABLE could explore opportunities to align its public works or cash-for-work programmes with interventions focused on restoring natural or productive assets. It could also support training in energy efficiency, such as solar energy installation, energy auditing, and equipment maintenance, in connection with infrastructure-related projects. ENABLE could also refer micro-entrepreneurs or apprentices with viable business plans to EU-supported microfinance institutions.

Annex 1. Evaluation ToR

Midterm Independent Project Evaluation

Improving living conditions and resilience of refugees displaced by the Syrian crisis and vulnerable hosting communities in Lebanon (ENABLE)

Terms of Reference (and call for EOI) November 2024

► CALL FOR EXPRESSION OF INTEREST

ILO/ ROAS is searching for an evaluation consultant to undertake the midterm independent evaluation of the project: Improving living conditions and resilience of refugees displaced by the Syrian crisis and vulnerable hosting communities in Lebanon.

The activities should take approximately 36 working days, with work expected to be undertaken during the period January – April 2025 online (field mission may be foreseen depending on the circumstances in the country). The current call is asking for expressions of interest from interested individual consultants specialized in project evaluations.

Please see Background Information and draft TORs for further information. The draft TOR is still under revision and some changes can be expected before the contractual process.

Duration of the contract: January – April 2025.

Application deadline: December 19, 2024 (11pm Beirut time)

Desired profile of the evaluator:

- Master's degree in social sciences, economics, development studies, evaluation or related fields.
- A minimum of 7 years' experience in conducting projects and programme evaluations, with demonstrated experience in development related programmes.
- A minimum of 5 years' experience in developing theories of change, log frames and M&E systems or an extensive experience conducting evaluability assessments/ reviews.
- Previous experience in evaluations for UN agencies is required.
- Evaluation experience with the ILO and the EU cooperation projects, is a strong asset.
- Relevant regional experience and familiarity with implementation of programmes and projects in the region.
- Experience in Lebanon is an asset.
- Full proficiency in English.
- Knowledge of the ILO and its normative mandate, tripartite structure and technical cooperation activities is a strong asset.
- Excellent communication, interview and report writing skills.
- Demonstrated ability to deliver quality results within strict deadlines.
- Facilitation skills and ability to manage diversity of views in different cultural contexts.
- Must have no previous involvement in the delivery of the project under evaluation.

Proposal submission

Interested candidates intending to submit an expression of interest must supply the following information:

1. A cover letter describing how the skills, qualifications and experience are relevant to the assignment.

2. The CV highlighting previous evaluations that are relevant to the context and subject matter of this assignment. Date of the evaluations and the managing organization should be clearly stated.
3. A financial proposal with daily rate expressed in US dollars.
4. Sample of similar work written by the applicant as the main author.
5. At least two professional references.

Please send your application with relevant attachments to alrifai@ilo.org by the 19th of December 2024 (11:00 PM Beirut time) with the subject heading: "ILO.ENABLE.YOURNAME".

Information	Details
Project title	Improving living conditions and resilience of refugees displaced by the Syrian crisis and vulnerable hosting communities in Lebanon
DC Symbol	LBN/22/01/EUR
Type of Evaluation	Independent
Timing of Evaluation	Midterm
Countries	Lebanon
P&B outcomes	Outcome 3 - Economic, social and environmental transitions for full, productive and freely chosen employment and decent work for all; Outcome 4 - Sustainable enterprises as generators of employment and promoters of innovation and decent work; Outcome 5 - Skills and lifelong learning to facilitate access to and transitions in the labour market; Outcome 8 - Comprehensive and sustainable social protection for all;
SDG (s)	SDG 8. Decent work and economic growth;
Start Date	January 2023
End Date	December 2025
Administrative unit	RO-Arab States/DWT-Beirut
Technical Backstopping Unit	DWT Beirut,
Collaborating ILO Units	DEVINVEST; SKILLS; SOCPRO;
Donor	European Commission, DG for Neighbourhood and Enlargement Negotiations, European Neighbourhood
Evaluation Manager	Hiba Al Rifai
Project Budget	€10,000,000

► Project Background and Objectives

The project "Improving living conditions and resilience for refugees displaced by the Syrian crisis and vulnerable host communities in Lebanon" aims to adapt employment policies to support social protection strategies in order to facilitate integration of vulnerable workers in productive sectors, thus promoting decent employment opportunities in Lebanon. The design of the project is intricately woven into the fabric of Lebanon's political, economic, and cultural landscape. Lebanon's governance challenges, compounded by the ongoing Syrian crisis, have

created a pressing need for external support to effectively manage the influx of refugees and address the strains on resources and services.

Lebanon faces significant hurdles exacerbated by financial crises and the impacts of the COVID-19 pandemic, leading to heightened vulnerabilities, particularly in terms of high unemployment rates and mismatches between available skills and market demands.

Since September 2024, the situation in Lebanon has escalated into a war with daily Israeli airstrikes and bombings across the country leading to more than 3000 deaths and displacing more than 1.5 million internally. The war has severely impacted civilians, healthcare workers, and aid personnel, disrupting basic services and destroying critical infrastructure. The World Health Organization reported attacks on health facilities and personnel, exacerbating an already dire humanitarian situation.

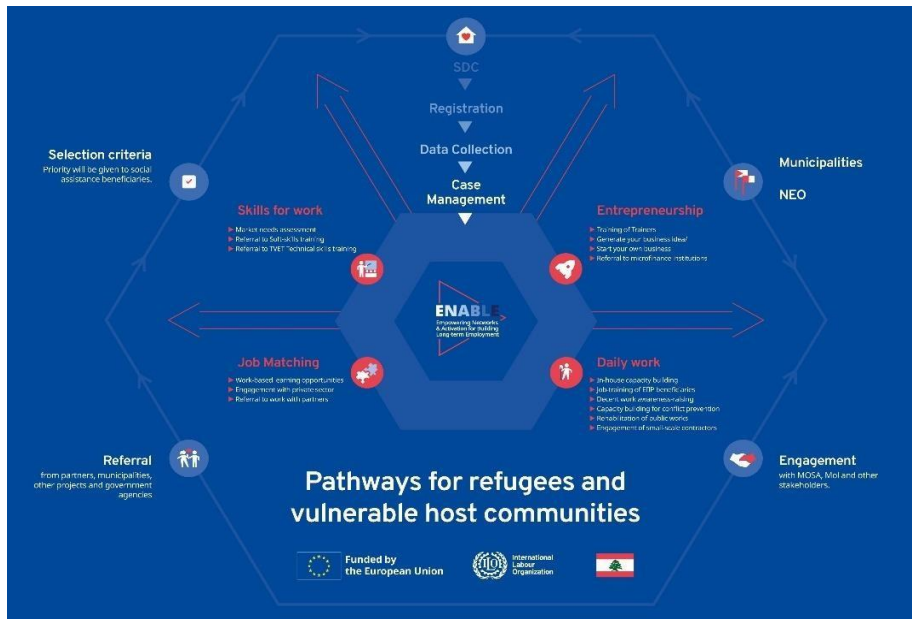
The ongoing escalation in the country has further exacerbated the economic crisis in Lebanon which in turn has led to high levels of internal displacement, inflation, sharp price increases, job loss and increasing vulnerabilities and protection risks for the most vulnerable sections of the population, in particular for those depending on Social Protection and the uncertainty of accessing essential services like education vocational training and employment/livelihood opportunities.

By navigating complex political, economic, and cultural dynamics, the project aims to enhance the immediate well-being of refugees and host communities as well as foster sustainable solutions and inclusive growth within Lebanon's challenging environment.

With the financial support of the European Union (EU) and under the auspices of the Ministry of Social Affairs of Lebanon, the International Labour Organisation (ILO) launched the ENABLE project - Empowering Networks and Activation for Building Long-term Employment in January 2023. The project aims to adapt employment policies to support social protection strategies in order to facilitate integration of vulnerable workers in productive sectors, thus promoting decent employment opportunities in Lebanon.

The project, implemented in collaboration with Lebanese ministries, local authorities and the ILO's Employment Intensive Infrastructure Programme (EIIP), targets vulnerable and unemployed youth, women, and persons with disabilities. By offering alternative employment opportunities, short-term job placements, and market-relevant skills training, ENABLE aims to enhance economic activation and promote economic inclusion in the country.

The project strategy and action plan emphasize decent work and social protection through employment activation, aligning with national documents, the SDGs (1,8,16), and the UNSDCF. This initiative fosters social and economic inclusion by facilitating employment activation and economic integration for Social Protection Beneficiaries. It strengthens the connection between active labour market programs and social protection measures, assisting individuals under social protection to enter or remain in the labour market.



Improving employment activation is crucial for enhancing economic security and resilience. Through integrated employment services and short-term job opportunities, the project aims to reduce reliance on social assistance among the most economically disadvantaged, thereby fostering social cohesion. Program activities are underway in Beirut, Mount Lebanon, North/Akkar, and South/Nabatieh governorates, spanning from January 2023 to December 2025. Due to the recent escalations in the country, the work in some areas has been put on hold.

Evaluation Background

ILO considers evaluation as an integral part of the implementation of development cooperation activities.

Provision is made in the project 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. Considering its timeline, its budget and as per the evaluation policy, an independent midterm evaluation is due for the ENABLE project. Furthermore, considering its scope and budget, the ILO evaluation policy mandates the project to undergo an evaluability assessment (EA) to assess its monitoring and evaluation system. Accordingly, this will be an assignment (hereafter referred to as ‘the evaluation’) to conduct an independent midterm evaluation while also assessing the evaluability of the project.

Objectives

The evaluation aims at assessing the overall performance of the project so far while reviewing its evaluability. It serves accountability purposes but also has a very high utility orientation. It will highlight challenges and good practices. The midterm evaluation is expected to formulate lessons learned and practical recommendations to improve the evaluability and the implementation during the remaining period of the project.

This evaluation will provide a comprehensive independent assessment of the project through the six OECD-DAC criteria: Relevance, coherence, effectiveness, efficiency, sustainability, and potential impact of the project.

The evaluation will comply with ILO evaluation policy¹, and the UNEG ethical guidelines² will be followed.

Scope of the Evaluation

The evaluation will assess the project's overall performance in line with its planned outcomes and outputs taking into consideration the context and country situation. It will cover all aspects of the project's implementation highlighting the main challenges and good practices. The evaluation will assess the existing Theory of Change (TOC) and M&E framework of the project, use the available EVAL tool on evaluability, and provide concrete recommendations for the way forward. The timeframe to be considered will be from January 2023 to November 2024. The geographical coverage will align with that of the project in each of the areas in Lebanon. Considering the current situation in the country, the evaluation will be fully online. The evaluation will integrate ILO's cross-cutting issues, including norms and social dialogue, gender equality, disability inclusion, and other non-discrimination concerns throughout its methodology and all deliverables.

Clients of the Evaluation

The primary clients of this evaluation are the relevant constituents, the Governments, the Employers and Workers' Organizations, in Lebanon, the ILO Regional Office for Arab States (ROAS) and the relevant technical units in ILO Headquarters, and the donor, represented by the European Commission in Brussels and its delegations in Lebanon. Secondary users include other project stakeholders and units within the ILO that may indirectly benefit from the knowledge generated by the evaluation.

A participatory approach involving key stakeholders through online consultations will be ensured to the extent possible

Evaluation Criteria and Questions

The evaluation utilizes the standard ILO evaluation framework and follows the OECD/DAC evaluation criteria with emphasis on integrating gender. The evaluator is expected to mainstream the analysis of opportunities, gaps, and next steps in addressing all questions.

Relevance:

- To what extent is the project design still relevant to the national priorities, constituents' needs and the needs of people who are benefiting from the project (Lebanese and Syrian refugees)? Did the design pay special attention to gender considerations?
- How relevant is the project design to the donor's priorities in the region, the ILO's P&B (2022-23 and 2024- 25), the Lebanon UNSDCF, and the SDGs?
- Using EVAL's guidance and tool, what is the overall assessment of the project's TOC and M&E system? Any updates are need considering the current war in the country?

Coherence

- To what extent is the project coherent with other interventions of the ILO and the EU in Lebanon and in the region? To address this question, the evaluator is expected to identify other active similar interventions from desk review and identify synergies and coherence opportunities and gaps.

Effectiveness

- Is the project on track to achieve its stated results across its logical framework? How likely is the project to contribute to the ILO's Implementation Report on the Programme & Budget (2024-25)?
- What are the major factors influencing the achievement or non-achievement of the results? Are there any identifiable positive or negative unintended results?

- How is the project's implementation contributing to ILO's cross-cutting issues: gender equality and disability inclusion, social dialogue, and labour standards?

Efficiency

- Are the available technical and financial resources adequate to fulfil the project plans? Are they allocated strategically to provide the necessary support to achieve the broader project objectives?
- How efficient is the communication among the project team, the regional office and the responsible technical departments at ILO headquarters? How efficient are the coordination efforts and dialogue with main stakeholders?
- How efficiently are resources allocated and utilized in the project to ensure equitable access and benefits for both women and men?

Impact orientation

- Is the project likely to achieve its stated long-term objectives?
- How likely is the project to impact the lives of women and people with disability?

Sustainability

- Does the project have an exit strategy to ensure the sustainability of its efforts? What measures have been considered to ensure that the key components of the project are sustainable beyond the life of the project?
- Has the project considered gender in planning its sustainable measures?

► Methodology

The evaluation will be carried out by an external independent Evaluator. The evaluation will follow a mixed methods approach using both available and primary quantitative and qualitative data. Triangulation is expected to ensure the reliability and validity of findings. Gender will be mainstreamed throughout the evaluation process. The evaluator should strive to ensure a balanced number of female and male participants in the evaluation process.

Any changes to the methodology should be discussed with and approved by the Evaluation Manager. The EA part of the assignment should be covered using EVAL's guidance notes and the specific tools should be duly filled. The evaluator is expected to follow the below approach:

Initial consultations:

The evaluator will have initial consultations with the Evaluation Manager, the relevant ILO staff managing the project, the EU, and some key stakeholders. The objective of the consultations is to reach a common understanding regarding the status of the project, the priority questions, available data sources and data collection instruments and an outline of the final evaluation report.

Document review and analysis

The evaluator is expected to review and analyze the available documents and ask for the necessary one to address the evaluation questions. These include but not limited to project documents or concept notes with logical framework, work plans, progress and technical reports, financial reports, any materials/ studies/ events proceedings prepared or undertaken within the framework of the project. High level strategic documents for the ILO, the EU, and the country.

Individual Interviews

Following the desk review and after the initial consultations as well as the approval of the inception report, the evaluator will hold virtual meetings (if the security situation changes

some in-person interviews can be scheduled) with the identified key stakeholders including the ILO staff, the EU, the constituents and other stakeholders. Individual or group interviews will be conducted based on the provided list of stakeholders.

Focus Group Discussions (FGDs) or Surveys

Based on the desk review and the lists of people benefiting from the project, the evaluator is expected to think of creative online ways to consult with the end beneficiaries. This can be by organizing online FGDs or developing surveys that can be done by phone or online with the different groups of people who are benefiting from the project. The FGDs should consider gender, nationality, geographical coverage, disability status, age group, and the thematic area. The evaluator is expected to lead on all logistics related to the FGDs and/or surveys; the project teams can play a facilitation role (on logistics) only.

Presentation of findings

The evaluator is expected to present the evaluation findings and validate the interpretations. Details on the timing and scope of the presentation will be decided with the EM throughout the process.

Evaluation Timeframe

The evaluation is to commence in January and end in April 2025. The following table describes the tentative number of days:

Tasks Number of Working days

Tasks	Number of Working days
Inception phase: inception consultations, desk review, drafting and submitting an inception report	8
Revise and resubmit inception report	2
Data collection	10
Drafting and submission of the evaluation report	10
Revising the draft final report	3
Integration of all comments and finalization of the report	2
Presentation	1
Total	36

Deliverables

The main outputs of the evaluation consist of the following (all in English):

- Deliverable 1: Inception Report along its comments log
- Deliverable 2: Draft evaluation report (including EA tools)
- Deliverable 3: Draft 2 of the evaluation report along its comments log
- Deliverable 4: PowerPoint Presentation
- Deliverable 5: Final evaluation report with separate template for executive summary and templates for lessons learned and good practices duly filled in (as per ILO's standard procedure, the report will be considered final after EVAL's approval)

Payment Terms

- 10 per cent of the total fee against deliverable 1 above approved by the evaluation manager.
- 30 per cent of the total fee against deliverable 2 above.
- 60 per cent of the total fee against deliverables 3, 4 and 5 above, approved by the ILO Regional Evaluation Officer and EVAL.

Management Arrangement

The evaluator will report to the ILO's evaluation manager and should discuss any technical and methodological matters with her. The project team will provide administrative and logistical support during the data collection. The Evaluation Office will approve and sign off the final evaluation report.

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

- Review the ToR and propose any refinements to evaluation questions and methodology during the inception phase.
- Review project background materials (e.g., project document and progress reports).
- Prepare an inception report.
- Develop and implement the evaluation methodology (i.e., conduct interviews, review documents) to answer the evaluation questions.
- Lead on all logistics and coordination for the data collection
- Conduct preparatory consultations with the evaluation manager prior to the evaluation mission.
- Conduct key informant interviews and collect information.
- Conduct focus group discussions
- Analyse findings from key informant interviews and focus group discussions
- Prepare an initial draft of the evaluation report with input from ILO and external stakeholders.
- Prepare and conduct a presentation on the evaluation findings.
- Prepare the final report based on all feedback received.
- Comply with EVAL's guidance notes and checklists.

The ILO Evaluation Manager is responsible for:

- Drafting the ToR.
- Finalizing the ToR with input from ILO colleagues and other stakeholders.
- Hiring the evaluator.
- Managing the communication with the evaluator.
- Reviewing the inception report and the initial draft final report, circulating them for comments and providing consolidated feedback to the evaluator on the inception report and the final report.
- Reviewing the final report.
- Coordinating with the Regional Evaluation Officer for the Evaluation Office's clearance of the final report
- Disseminating the final report to stakeholders
- Coordinating follow-up as necessary.

The ILO Regional Evaluation Officer³:

- Provides support to the planning of the evaluation;
- Approves selection of the evaluation consultant and final versions of the TOR;
- Reviews the draft and final evaluation report and submits it to the ILO Evaluation Office;
- Disseminates the report as appropriate.

The Project team is responsible for:

- Reviewing the draft TOR and providing input
- Providing project background materials, including studies, analytical papers, reports, tools, publications produced, and any relevant background notes
- Providing a proposed list of stakeholders
- Participating in the preparatory briefing prior to the assessment missions
- Support in logistical arrangements for the missions
- Reviewing and providing comments on the initial draft report
- Participating in the debriefing on the findings, conclusions, and recommendations

► Legal and Ethical Matters

- This evaluation will comply with ILO evaluation guidelines and UN Norms and Standards.
- The ToRs is accompanied by the code of conduct for carrying out the evaluation “Code of conduct for evaluation in the ILO”⁴. The selected consultant will sign the Code of Conduct form along with the contract.
- UNEG ethical guidelines will be followed throughout the evaluation.
- The consultant will not have any links to project management or any other conflict of interest that would interfere with the independence of the evaluation.

1 https://www.ilo.org/wcmsp5/groups/public/---ed_mas/---eval/documents/policy/wcms_603265.pdf

2 <http://www.unevaluation.org/document/detail/2866>

3 For this evaluation, the Regional Evaluation Officer is the evaluation manager.

4 https://www.ilo.org/wcmsp5/groups/public/---ed_mas/---eval/documents/publication/wcms_649148.pdf

Annex 2. Evaluation Matrix

Evaluation Criteria /Questions	Indicators	Sources of evidence	Data collection methods	Data Analysis methods
RELEVANCE				
Q.1. To what extent is the project design still relevant to the national priorities, constituents' needs and the needs of people who are benefiting from the project (Lebanese and Syrian refugees)? Q.1.1. Did the design pay special attention to gender considerations?	1.1. Appropriateness of ENABLE's objectives and strategies to the current national priorities on livelihoods, employment activation and social protection 1.2. Consultative processes with tripartite constituencies during design and project implementation to define and /or adjust objectives, activities, and follow-up mechanisms. 1.3. Consultations with final beneficiaries (Lebanese and Syrian refugees) and /or establishment of mechanisms to regularly collect and incorporate feedback during implementation. 1.4. Appropriateness of ENABLE's objectives and strategies to the current Lebanese context as perceived by ILO staff and other stakeholders 1.5. A gender responsive analysis, either independent or mainstreamed in the project needs assessments, performed in the project planning phase and informed project design. 1.6. Results are gender sensitive (either responsive or transformative following the GRES scale).	• Project documents; background and policy reports studies. • ILO staff (project staff, ROAS technical staff); constituencies, implementing partners; other national and international stakeholder; donor; experts. • Beneficiaries – SDC staff, final beneficiaries.	• Desk review • KIIs • GDs • Beneficiaries survey • Expert input	• Content analysis of documentation, KIIs and GDs. • Programme theory analysis • Descriptive statistics (survey)
Q. 2. How relevant is the project design to the donor's priorities in Lebanon, the ILO's P&B (2022-23 and 2024- 25), the Lebanon UNSDCF, and the SDGs?	2.1. Contribution of ENABLE's objectives to EU priorities for Lebanon 2.2. Number and type of observable changes to which ENABLE is contributing or expect to contribute as defined in the ILO's P&B 2022-23 and in the measurement framework for the P&B output indicators 2024-25 2.3. Extent to which the project supports livelihoods and social protection outcomes as outlined in the SDGs and UNSDCF.	• Project documents; ILO P&B documents; LRP; UNSDCF; EU OPSYS indicator system • ILO staff (project staff, ROAS technical staff); • Donor	• Desk review • KIIs	• Content analysis of documentation and KIIs

Evaluation Criteria /Questions	Indicators	Sources of evidence	Data collection methods	Data Analysis methods
Q3. What is the overall assessment of the project's TOC and M&E system? Q3.1.? Q.3.1. Any updates are needed considering the impact of the war and the recovery needs in the country?	3.1. Project Evaluability Rating according to ILO EA pre-defined criteria - quality of internal logic and assumptions; quality of indicators; baselines; targets; milestones; feasibility of verification/measurement means and methods; human and financial resources; partner participation- and rating scale. 3.2. Suggestions for improvements in the programme 's causal logic and linkages at the results level, and in M&E systems. 3.3. Suggestions on adaptations (on priorities; partners; management) to be taken by the programme to respond to the changing context and new needs and/or priorities.	• Expert • Project documents; background and policy reports studies. • ILO staff (project staff, ROAS technical staff); • Stakeholders (constituencies, implementing partners; other national and international agencies, donor)	• Desk review • KIIs	• Content analysis of documentation and KII • Program theory analysis
COHERENCE				

Evaluation Criteria /Questions	Indicators	Sources of evidence	Data collection methods	Data Analysis methods
Q4. To what extent is the project coherent with other interventions of the ILO and the EU in Lebanon?	4.1. Complementarities (opportunities) and misalignments (gaps) between ENABLE and other ILO interventions in same sectors / locations; and/or with same partners. 4.2. Number and type of activities or collaborations conducted in partnership between ENABLE and other ILO interventions. 4.3 Resources (financial, human, technical, organizational) shared between ENABLE and other ILO interventions. 4.4 Number of project objectives that complement and not overlap other interventions from EU. 4.5 Stakeholder perceptions on the extent of alignment between ENABLE and other ILO and EU funded projects.	• Project documents; background and policy reports studies • ILO staff (project staff, ROAS technical staff); • Stakeholders (constituencies, implementing partners; other national and international agencies, donor) • Expert	• Desk review • KIIs • Expert input	• Content analysis of documentation and KIIs
EFFECTIVENESS				
Q5. Is the project on track to achieve its stated results across its logical framework?	5.1. Evidence of project outputs and sub-outputs achievements. 5.2. Rate of progress towards achieving project outputs and sub-outputs, calculated as the percentage of cumulative progress over time relative to planned milestones/final targets. 5.3. Innovations in skills development and WBL, short-term employment, financial education, entrepreneurship and social protection measures as perceived by different stakeholders (by ILO staff, constituencies and other UN agencies). 5.4. Number of initiatives implemented and or supported by the project contributing to observable changes to relevant ILO Programme & Budget output (2024-25) indicators .	• Project documents. • ILO staff (project staff, ROAS technical staff); • Stakeholders (constituencies, implementing partners; other national and international agencies, donor)	• Desk review • KIIs	• Content analysis of documentation and KIIs • Descriptive statistics (project monitoring data)
Q5.1. How likely is the project to contribute to the ILO's Implementation Report on the Programme & Budget (2024-25)?				
Q.6.What are the major factors influencing the achievement or non-	6.1. Extent to which key project's assumptions have been fulfilled.	• Project documents; • ILO staff (project staff, ROAS technical staff);	• Desk review • KIIs • GDs • Survey	• Content analysis of documentation, KIIs and GDs

Evaluation Criteria /Questions	Indicators	Sources of evidence	Data collection methods	Data Analysis methods
achievement of the results?	6.2. Political, economic, social, environmental developments and shocks (national, regional, global) influencing the achievements of ENABLE objectives.	Stakeholders (constituencies, implementing partners; other national and international agencies, donor)		- Programme theory analysis - Descriptive statistics (survey)
Q6.1. Are there any identifiable positive or negative unintended results?	6.3. Evidence of unexpected positive and/or negative effects from ENABLE. 6.4. Stakeholders' perceptions of unexpected effects.	Beneficiaries		
Q.7 How is the project's implementation contributing to ILO's cross-cutting issues: gender equality and disability inclusion, social dialogue, and labour standards?	7.1. Evidence that project interventions focus on the inclusion of marginalised/disadvantaged individuals and groups, especially women and PwD and contribute to reducing discriminatory barriers. 7.2. Number of project practices /interventions having cross-cutting issues (including social dialogue, and labour standards) as main focused or adequately mainstreamed. 7.3. Resources (technical, financial) allocated for the implementation of cross-cutting issues. 7.4. Perceptions of stakeholders on project's contribution to cross-cutting priorities.	- Project documents. - ILO staff (project staff, ROAS technical staff); - Stakeholders (constituencies, implementing partners; other national and international agencies, donor) - Beneficiaries	- Desk review - KIIs - GDs - Survey	- Content analysis of documentation, KIIs and GDs - Descriptive statistics (survey)
EFFICIENCY				
Q. 8. Are the available technical and financial resources adequate to fulfil the project plans?	8.1. Percentage of budget utilization vs. planned per operational categories and activities 8.2. Deviation between planned and actual resource allocation amongst project activities 8.3. Stakeholders' perceptions on how well ENABLE is resourced, including by staff, external expertise, budget and time.	- Project documents. - ILO staff (project staff, ROAS technical staff); - Stakeholders (constituencies, implementing partners; other national and international agencies, donor)	- Desk review - KIIs	- Content analysis of documentation, KIIs and GDs - Descriptive statistics (project budget)
Q 8.1. Are they allocated strategically to provide the necessary support to	8.4. Extent to which the ENABLE project makes use of appropriate planning, implementing and monitoring systems for tracking progress on outputs and outcomes. 8.5. Percentage of technical experts allocated per project priority area			

Evaluation Criteria /Questions	Indicators	Sources of evidence	Data collection methods	Data Analysis methods
achieve the broader project objectives?	8.6. Extent to which ENABLE makes use of appropriate internal logistics and procurement mechanisms 8.7. Percentage of activities completed on schedule, considering contextual challenges. Project personnel perceptions on how well the ENABLE project uses the resources at its disposal (including financial, human, physical, intellectual, organizational, political capital and partnerships) for achieving its results			
Q.9. How efficient is the communication among the project team, the regional office and the responsible technical departments at ILO ROAs? Q.9.1. How efficient are the coordination efforts and dialogue with main stakeholders?	9.1. Timely delivery of activities jointly participated by project team members, the regional office and with technical departments 9.2. Percentage of ILO stakeholders who perceive communication around ENABLE implementation as clear, timely, and useful. (i.e. requests from ENABLE to ROAS and vice versa that are completed within the expected timeframe) 9.3. Examples of reduction in overlaps/duplication of efforts due to better coordination with other skills training-focused interventions supported by the ILO/other organizations. 9.4. Frequency of coordination meetings with key stakeholders. 9.5. Perceptions on the extent to which measures follow-through on commitments made in coordination meetings (internally at the project; at ROAs; and at national coordination mechanisms with other actors).	• Project documents. • ILO staff (project staff, ROAS technical staff); • Stakeholders (constituencies, implementing partners; other national and international agencies, donor)	• Desk review • KIIs	• Content analysis of documentation, KIIs • Descriptive statistics
Q.10 How efficiently are resources allocated and utilized in the project to	10.1 . Adequacy of project internal and external technical resources (including implementation partners) for an effective gender mainstreaming.	• Project documents. • ILO staff (project staff, ROAS technical staff);	• Desk review • KIIs • GDs •	• Content analysis of documentation, KIIs and GDs

Evaluation Criteria /Questions	Indicators	Sources of evidence	Data collection methods	Data Analysis methods
ensure equitable access and benefits for both women and men?	10.2 Percentage of project activities/interventions mainstreaming gender concerns. 10.3 Percentage of the budget allocated to women-targeted and gender-sensitive activities.	Stakeholders (constituencies, implementing partners)		
IMPACT ORIENTATION				
Q. 11. Is the project likely to achieve its stated long-term objectives?	11.1 Percentage of achievement of intermediate outputs and outcome at the end of 2024. 11.2 Projected achievement of intended impact (%) based on current progress, contextual factors, and project ambitions. 11.3 Extent to which project-supported initiatives are been institutionalized or have the potential to be institutionalized and/or replicated, by national partners and/or external organizations 11.4 Key national stakeholders' engagement with project.	- Project documents, background and policy reports studies. - ILO staff (project staff, ROAS technical staff); - Stakeholders (constituencies, implementing partners; other national and international agencies, donor)	- Desk review - KIIs	- Content analysis of documentation and KII - Descriptive statistics
Q.12. How likely is the project to impact the lives of women and people with disability?	12.1 Evidence that project interventions focus on the inclusion of marginalised/disadvantaged individuals and groups, especially women and persons with disabilities and contribute to reducing discriminatory barriers. 12.2 Evidence of project interventions contributing to gender transformational results and/or inclusion of PwD.	- Project documents. - ILO staff (project staff, ROAS technical staff); - Stakeholders (constituencies, implementing partners; other national and international agencies, donor) - Beneficiaries	- Desk review - KIIs - GDs	Content analysis of documentation, KIIs and GDs
SUSTAINABILITY				
Q.13. Does the project have an exit strategy to ensure the	13.1. Project planning / annual reporting includes concrete references to the national institutional framework, the resources, and the human capacity needed to sustain the benefits post-implementation.	- Project documents; - ILO staff (project staff, ROAS technical staff);	- Desk review - KIIs	Content analysis of documentation, KIIs

Evaluation Criteria /Questions	Indicators	Sources of evidence	Data collection methods	Data Analysis methods
sustainability of its efforts? Q.13.1. What measures have been considered to ensure that the key components of the project are sustainable beyond the life of the project	13.2. Evidence of agreements between the ENABLE and other development actors, including national governments or regional bodies to continue project initiatives beyond the project period. 13.3. Extent to which project-supported initiatives are being institutionalized or have the potential to be institutionalized and/or replicated, by national partners and/or external organizations	Stakeholders (constituencies, implementing partners; other national and international agencies, donor)		
Q.14. Has the project considered gender in planning its sustainable measures?	14.1. Evidence of supportive measures to sustain gender related results being considered or planned (i.e capacity building of specific constituents /SDC on gender; coalition building with national women machinery and/or civil society actors; predictability of specific resources addressing gender gaps in access to livelihoods)	- Project documents; - ILO staff (project staff, ROAS technical staff); - Stakeholders (constituencies, implementing partners; other national and international agencies, donor)	- Desk review - KIIs	Content analysis of documentation, KIIs

Annex 3. Interviewees

Name	Position	Organization
Federico Barroeta	CTA	ILO ENABLE
Rhea AlRiachi	Project coordinator	ILO ENABLE
Mirna El Khoury	Project assistant	ILO ENABLE
Joy Daher	Technical officer	ILO ENABLE
Leila Emerson	Programme Manager Livelihoods, employment and social economy	UE Delegation in Lebanon
Karen Manja	Technical officer	ILO ENABLE
Jose Manuel Medina	Senior Specialist, Employers' Activities	ILO ROAS
Moustafa Said	Senior Specialist, Workers' Activities	ILO ROAS
Maria Al Hajj	Technical officer	ILO ENABLE
Rania Hokayem	National project officer	ILO ROAS DWCT
Raji Jabbour	Social protection expert	ILO DWCT Social protection cluster
Joumana Karame	National Programme Officer	ILO ROAS
Badra Alawa	Specialist, Enterprise Development	ILO ROAS DWCT
Giulio Bordon	Social Protection Technical expert	ILO ROAS DWCT Social protection cluster
Valeria Moro	CTA EU Funded project	UNRWA
Habib Mawad	ENABLE focal point at MoSA /Advisor	Independent
Xavier Nicolas and Zeinab Zaher	Director, project manager	COOPI
Tarek Jaaber	National engineer	ILO ROAS EIIP
Linda Deelen	Sustainable Enterprises and Economies (SEE) Manager -	ITC-ILO
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Rania Chaya	Financial manager	ILO ENABLE
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Sayed Bou and Diana Hammoud	Director and advisor	DGTVET
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David and Raeda Rashiny	SIYB Trainers	Independent consultants

Maram Bark	Project manager	SAFADI Foundation
Nicola Bastitella and Constanza Ferrado	Program manager and program officer	AICS Beirut- Italian Agency for Development Cooperation
Layal Al Dannawi	Director	Miryata SDC
Khalid Khan	Livelihoods Sector Working Group Coordinator	UNDP

Group Discussions participants

Number	Main activity	Participants
1	Work Based Learning graduates	4 male 1 female
2	Short-term placements workers at Bour Hammoud site	3 female 1 male
3	Short-term placements workers at Horsch Beirut site	5 male
4	SDC staff support – Directors and social workers from Jbeil, Jounieh and Bourj Hammoud SDC	7 female
5	SYIB trainees	12 female

Annex 4: Document review

ENABLE documents

- Document of Action
- ENABLE Log framework
- Global budget and activities
- Financial status report (February 2025)
- Inception report March-August 2023
- Annual Report January-December 2023
- Annual Report January-December 2024
- Manual for coaching employability
- ToRs of several consultancies
- Needs assessments reports
- Budget review of social protection expending study (draft)
- Implementation agreements and Addenda
- Implementing partners progress reports
- Need assessments
- Data analysis reports
- Survey results
- Attendance sheets, beneficiaries' databases
- EIIP hand over documents
- EIIP Concept Desing (Horsch Beirut)

ILO key documents

- ILO P&B 2022-23
- ILO P&B 2023-24
- Programme and Budget for 2024-25 Updated results and measurement frameworks
- Guidance Note 1.3: Procedure and Tools for Evaluability Assessments .

Other documents

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- ILO and Central Administration of Statistics, Lebanon follow-up Labour Force Survey January 2022
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- UN (2023), *United Nations Sustainable Development Cooperation Framework for Lebanon 2023-2025*.
- UNICEF (2021) *"The situation of children and young people in the Lebanese crisis 2020 Development Pathways 2021*
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ANNEX 5. Evaluability Assessment Report

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 - 2. QUALITY OF INDICATORS, BASELINES, TARGETS AND MILESTONES
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 - 5. PARTNERS' PARTICIPATION AND USE OF INFORMATION
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A. BACKGROUND OF THE ENABLE PROJECT

The ENABLE project is a 36-month intervention financed by the European Commission DG for Neighborhood and Enlargement Negotiations (DG NEAR). With an indicative budget of 10.000.000 €, the project has as its main objective to increase access to livelihood opportunities with a gender sensitive focus, for the self-reliance of refugees and vulnerable host communities. To achieve this objective the project aims to adapt employment policies to support social protection strategies in order to facilitate integration of vulnerable workers in productive sectors, thus promoting decent employment opportunities in Lebanon. The ultimate goal is to improve the living conditions and the resilience of refugees displaced by the Syrian crisis and vulnerable hosting communities in Lebanon.

The intervention consists of several components encompassing interventions at various levels:

- Supporting socio-economic inclusion of vulnerable Lebanese and Syrian refugees, by providing evidence for integration of social protection and employment policies and the strengthening the capacities of Social Development Centres (SDC) linked to the Ministry of Social Affairs (MOSA) to implement employment activation interventions.
- Building capacity to improve the employability and skills of vulnerable and unemployed workers by providing market-related technical and soft skills training.
- Providing short-term employment opportunities –Cash for Work (CfW)- mostly in the construction sector in coordination with the ILO EIIP (Employment Intensive Infrastructure Projects) program and in collaboration with municipalities, local communities and private sector entities.
- Supporting self-employment and micro-enterprise development by providing tailored training from business creation to growth, financial literacy and resilience.

The ENABLE Document of Action (DoA) includes a Theory of Change (ToC) which explains the mechanisms or ‘pathways’ by which the desired change comes about which are translated to a results chain articulated around a specific objective (outcome) and two outputs. For Output 1, there are six sub-products and for Output 2, three further sub-products are specified. A total of 20 indicators have been adopted (Annex A. ENABLE ToC and Annex B. Log-Frame)

B. PURPOSE AND OBJECTIVES OF THE EVALUABILITY ASSESSMENT

The **purpose** of the Evaluability Assessment (EA) is twofold:

- To look at the clarity of the conceptual underpinnings and design of the intervention including the underlying ToC and how it has been translated into the intervention results framework.
- To review the quality of the project’s M&E plan and systems in the light of implementation realities.

While Evaluability Assessments (EA) usually are planned within the first year of the project start-up¹⁶, in the case of ENABLE, the EA has been commissioned together with its midterm independent project evaluation, one year and a half after its effective implementation¹⁷. Hence, the **scope** of the EA covers the design phase of the project up to this point in time.

The evaluability assessment is carried out in line with the ILO – EVAL tool Guidance Note 1.3: Procedure and Tools for Evaluability (ILO, 2020) (Annex F). These guidelines focus on the following broad themes covering both ‘evaluability in principle’ and, also, evaluability in practice¹⁸. The scope of the EA is summarized in five Key questions (Table 1):

Table 1. Scope of the Evaluability Assessment.

EA Q1	Is there a clear and well-articulated intervention logic, including an assessment of risks and assumptions?
EA Q2	Are there indicators, baselines, target and milestones well defined?
EA Q3	Are the means of verification, measurement and methodologies for M&E activities available?
EA Q4	Are the necessary infrastructure, human and financial resources for M&E activities in place to ensure smooth management arrangements and accountabilities?
EA Q5:	What is the level of partners’ participation in M&E activities and how the information obtained from M&E activities is used?

C. METHODS

Methodologically, this evaluability assessment follows a three-pronged approach:

1. Review of background documents and additional literature review. The review of the available documents allowed to analyze in specific detail the overall project design. Material which underwent review includes project Document of Action (DoA), project, annual reports, individual partners project reports and available information on the monitoring system.
2. An analysis of any available data collected so far either directly by ENABLE or by Implementing Partners (IP) including databases of beneficiaries, surveys, pre and post-test of training evaluations, and budgetary documentation.
3. Stakeholders’ feedback: During interviews with key project stakeholders, some questions were raised regarding coordination, knowledge and overall expectations regarding the ENABLE project.

Organization of report

¹⁶ Since 2017, as per GB decision, projects with budgets over US\$5million must undergo two mandatory evaluability assessments: a M&E appraisal conducted by EVAL of the project proposal prior to approval and an evaluability review (ER) within one year of start-up

¹⁷ The project was formally initiated in March 2023 but effectively it started its implementation in October 2023.

¹⁸ Evaluability in principle means a project or program is theoretically ready to be evaluated — it has a clear logic, defined objectives, and measurable indicators. Evaluability in practice means the project has the actual systems, data, and resources needed to carry out an evaluation in the real world.

The following chapters of this report cover the findings, which are organized around the five key areas of analysis set in the ILO Guidance for EA. The ILO tool specifies questions and quality assessment criteria that guide the presentation of the findings and their ratings. Recommendations are provided at the end of the report for the most relevant issues that emerged from the assessment made while annexes give some specific details for how to act upon these recommendations.

D. FINDINGS

1. INTERVENTION LOGIC, RISKS AND ASSUMPTIONS

Evaluability elements	Rating
1.1. Has the situation been properly analysed?	Satisfactory
1.2. Are the programme /project's overall objective clearly defined?	Satisfactory
1.3. Does the document contain a strategy or Theory of Change for dealing with the problem?	Satisfactory
1.4. Does the document contain satisfactory immediate objectives / project outcomes?	Unsatisfactory
1.5. Are assumptions, risks and mitigations adequately identified?	Satisfactory
1.6. Partnerships for sustainability of results	Unsatisfactory

1.1. Has the situation been properly analysed?

ENABLE design was not based on a specific baseline study, but a situation analysis was conducted during the design phase to inform the development of the problem statement. According to interviews, several staff from the ILO ROAS Decent Work Technical Support Team participated in the design process and contributed to it. The DoA project demonstrates a thorough understanding of the context, reflecting broader labour market challenges and needs. It highlights key impacted sectors and trends in unemployment and informal employment, incorporating recent disaggregated data from the ILO and other sources. The limitations of the social protection system and the opportunities related to the forthcoming National Social Protection Strategy (NSPS) were also explored, particularly in terms of how the project could contribute to or support Pillar V of the NSPS, which focuses on active employment and inclusion. The challenges and opportunities associated with skills development in Lebanon were addressed, with emphasis on the mismatch between labour market needs and available skills, and the difficulties of setting up small income-generating activities.

However, regarding gender equality, while the context analysis includes references to the country low female labour force participation and high female unemployment, as well as constraints on women's access to employment opportunities, there is no gender analysis that could have provided adequate guidance to define more transformative outcomes. Similarly, in relation to persons with disabilities, references are limited to the Lebanese legal framework and contributions from an ongoing ILO - UNICEF project. As result, the project assessment failed to explore systemic or structural barriers and inequalities affecting these groups.

The main **stakeholders** were adequately identified, described and prioritized, including those with an interest in, influence over, or likely to be engaged in the project, namely the Ministry of Social Affairs (MoSA), the Ministry of Labour (MoL), the Directorate General of Vocational and Technical Education and Training (DGTVE) under the Ministry of Education and ILO's social partners. Particular attention was paid to describing the origin, functions and current situation of the Social Development Centres (SDCs) dependent on MoSA with are both

partners and targets of the intervention. While other actors, such as business associations, private sector companies, trainer networks, municipalities and civil society organisations, received limited attention, international actors and other ongoing ILO interventions were considered in more detail, as the project anticipated engaging and cooperating with them throughout implementation. The initial selection criteria for the **targeted institutions**, the SDCs involved in the project and the municipalities to be selected were provided. With regard to the **final beneficiaries** — women, young people and people with disabilities (PWDs) — the project's DoA referenced sources such as the Vulnerability Assessment of Syrian Refugees in Lebanon, but the targeting remained broad in order to ensure inclusiveness. As mentioned, some of the identified groups, particularly young people, people with disabilities, and women, would have benefited from a more detailed analysis.

1.2. Are the programme /project's overall objective clearly defined?

The overall objective is relevant to the needs of the target groups and is well linked to international development frameworks, specifically SDG goals 8, 1 and 16 thus to long-term ILO priorities and outcomes.

In terms of alignment, ENABLE directly supports the ILO Country Programme Outcomes for Lebanon which in turn are aligned to the UNSDCF 2022-2025, particularly, the related outcome on livelihoods, social protection and economic inclusion.

Moreover, alignment with policy commitments and international frameworks of other actors, in particular the EU, is well articulated in the project document. The project directly supports the EU response to the Syrian crisis and its impact on Lebanon, but the project outputs are also well aligned with the EU priorities for Lebanon on strengthening the social protection system, access to livelihood opportunities and support to the private sector. The ENABLE project also appears to be well aligned with national frameworks and priorities, in particular with the expected outcomes of the livelihoods sector of the Lebanon Response Plan (LRP) - the former LCRP. In addition, the design of ENABLE aimed to contribute directly to the economic inclusion and labour activation policy outcomes of the National Social Protection Strategy.

In terms of linkages with the ILO's mandate, the intervention aims to address the immediate and medium-term needs of vulnerable populations, whether through short-term placement opportunities, support to entrepreneurs and micro and small enterprises, or skills development, demonstrating a clear pro-poor focus. The ILO's priority on building the capacity of key partners is well reflected in ENABLE's approach. This includes providing technical assistance and training at the institutional level. Activities are planned with MoSA public officials (particularly from the SDCs), based on foreseen capacity needs assessment. The project also aims to engage and strengthen selected private sector associations and trainer networks, enhancing their ability to deliver high-quality entrepreneurship training and follow-up support. Implementing partners are likewise expected to benefit from targeted capacity-building efforts as well as private contractors providing services.

1.3. Does the document contain a strategy or Theory of Change for dealing with the problem?

A Theory of Change is presented in an 'If... Then' statement type and supported by a visualization. The intervention logic is comprehensive in its scope and reflects a logical connection with the context outlined in the situation analysis. Its conceptual basis rests on the premise that the joint provision of interventions based on Active Labor Market Policies (ALMPs)—training programs, public works, self-employment and microenterprise creation,

and labor market services—with income support (social assistance programs) can improve economic inclusion by sustaining workers' incomes and preventing them from falling into poverty¹⁹. Several pathways are identified to be implemented concurrently, including: (i) the need of integration of social protection and employment policies; (ii) the strengthening of the local entities – particularly SDCs as a key public employment service for vulnerable populations; (iii) the provision of market relevant technical skills; (iv) the creation of short term employment interventions together with local actors and (v) the involvement of public – municipalities- and private – local TVET institutions and industries /enterprises- to contribute to reduce the mismatch of labor demand and supply.

However, there are too many 'ifs' without a clear sequence of causal links and the ToC fails to explain 'how' and 'why' the specific set of actions together will lead to a desired change. The chain – each 'if' statement- reads like a list of separate interventions, each valuable on its own, but it does not constitute an interrelated or progressive logic chain. Without clear causality in the statements, it's hard to see how each step is related to the others and enables the next and there is a risk of a 'siloed' approach to project implementation. For instance, links between supporting certain municipalities planning short-term employment and SDC' role in referring beneficiaries are only articulated at activity level.

The 'Then' statements—which correspond to the intervention's expected results, typically outcomes and, at times, higher-level impacts—demonstrate a degree of logical progression, particularly between the improvement of local employment services ('Then' clause 1) and the reduction in dependency on social assistance ('Then' clause 2). However, there is a significant leap to the third statement, which suggests that decent employment opportunities will contribute to conflict prevention and peacebuilding. This final outcome is broad and ambitious, and the contribution of the program is difficult to measure.

The visualization that supports the project's narrative ToC adds some concreteness and partially covers the missing links, helping viewers understand 'how' the program aims to drive change through a range of programmatic actions. It captures the different actors and processes and illustrates the operational 'who does what'. While beneficiaries can be identified and referred through various sources—such as partners, municipalities, and government agencies—the visualization places the SDC at the center of the different pathways within the project: skills for work, entrepreneurship, job matching, and daily work.

While the intervention logic is comprehensive and reflects a sound technical vision, its **plausibility** should be reviewed in the light of the current capacity and mandate of one of the key target groups, the Social Development Centres (SDCs). The ToC presumes that SDCs might effectively deliver integrated employment services, be attentive to market needs and manage a comprehensive referral system. However, SDC were primarily designed as social service providers and lack both the formal mandate and the technical expertise required to function as employment agencies. Some of the evidence collected during the interviews suggests that there is a risk that expectations placed on SDCs might exceed their operational capacity. This is even more relevant in the context of the severe financial crisis affecting the country, which has made it difficult to sustain some of the services that the SDCs provided in the past - social, psychosocial, health – and, even, its structure. As a result, it would be wiser to adopt a more realistic articulation of the role of SDCs - probably as facilitators of pre-employment support and some referral rather than direct employment service providers.

¹⁹ [ILO \(2019\): What Works, promoting pathways for Decent Work](#)

Finally, gender equality and disability inclusion are not explicitly addressed in the ToC, which limits the project's inclusive lens across its strategy, expected results, and planned activities. The project seeks to address gender and disability disparities by setting beneficiary targets—50% women and 4% Persons with Disabilities (PwD). While aiming for gender parity is a positive step, the project could have gone further in terms of gender equality.

1.4. Does the document contain satisfactory immediate objectives / project outcomes?

The alignment and coherence between the ToC's causal logic (If-Then chain) and the LogFrame's structure (Outcomes, Outputs, and Sub-products) is uneven, resulting in a somewhat unbalanced LogFrame. Several of the ToC 'If' statements, each representing a different causal factor or intervention area, are grouped under the broad LogFrame component, -Output 1 – whose statement is related to the offer of employment services. This Output integrates actions at policy, institutional capacity and also service delivery level resulting ambitious in its scope. On the contrary, Output 2 mainly reflects just one of the proposed pathways in the ToC aiming to provide short term job opportunities with a strong focus on EIIP interventions as the main implementation strategy. As a consequence, while sub-products 1.1.1, 1.1.2, 1.1.3 and 1.1.4 clearly contribute to Output 1 statement, there is less clarity on the contribution of sub-products -1.1.4 on skills development and 1.1.5 on entrepreneurial initiatives if connections are not explicitly done. Bundling these different interventions into a single Output blurs the lines of accountability as it is difficult to track which sub-products contribute to the output and which do not.

ENABLE outcome and output statements describe the expected changes and target groups that will benefit. For example, the project outcome mentions access to livelihoods, gender sensitive focus and self-reliance. The statement could gain in clarity by describing for example, what type of livelihoods opportunities will be provided – i.e short and long term – and providing some more clarification to what 'gender-sensitive focus' mean. Regarding Output 1, the use of the term 'household' is understandable given that the project targets beneficiaries of social protection programs, which are often designed around household-level vulnerability. However, employment-oriented services typically focus on individuals rather than entire households, making the terminology unclear and potentially confusing when reporting results. Lastly, the activities are mostly well explained and detailed, with some clearly illustrating linkages between the different pathways. There is also a coherent causal connection between the implementation of activities and the achievement of the expected sub-products.

1.5. Are assumptions, risks and mitigation measures adequately identified?

There are a few assumptions included in the project Logical framework which are relevant but limited in number and do not cover the full scope of the project. They sit mostly at a high level – at the impact and outcome levels- while are mostly missing at the lower levels of the chain. For example, for Output 1 and its six subproducts, there are just two assumptions. Nor are there any assumptions at the activity level except that of the availability of enough resources. As result, some contextual, institutional or behavioral factors affecting the project – for instance, local actors willing to collaborate ; SDCs operational expenses covered- are not considered. Overall, the risks for achieving the project outcome were correctly identified and described and covered most of the strategies developed by the project. The risk mitigation measures were clearly defined and were supported by empirical evidence and past ILO experience. Updated risk analysis and new risk identification have been provided in progress reports including mitigation measures taken.

1.6. Partnerships for sustainability of results

The project does not have an exit or transition strategy to strengthen the prospects of sustainability. The project document pointed to several factors including the establishment of effective coordination mechanisms and building decentralized capacities as a way to institutionalize certain practices, but this is not further developed in the ToC nor in the log-frame. For some project components some attention was paid to implementing sustainable practices in construction. Sustainability of the outcome was initially considered difficult to achieve in the complex socio-economic and political context of Lebanon, though the project envisaged that increasing of beneficiaries' employability and skills could have a lasting impact on people's livelihoods. A knowledge management strategy with national partners and key implementing partners has not been planned.

2. QUALITY OF INDICATORS, BASELINES, TARGETS AND MILESTONES

Evaluability elements	Rating
2.1. Are Indicators appropriate proxies for the IOs?	Satisfactory
2.2 Are indicators of quality?	Satisfactory
2.3 Is Baseline information collected for each indicator?	Unsatisfactory
2.4 Are targets established for each indicator?	Unsatisfactory
2.5. Are milestones identified for each indicator?	Unsatisfactory
2.6 Can data be disaggregated to support performance reporting on areas of special interest for the ILO?	Satisfactory

2.1. Are indicators appropriate proxies for the IOs?

Most of the indicators are appropriate proxies for their respective results, being relevant to what they intend to measure. Nevertheless, indicators are dependent on how the results have been framed. More clear and concrete results will lead to better indicators. Several of the indicators in the Logframe are 'reach' metrics or at least have a strong reach component, because they focus on how many people: i) access a service (e.g., training, employment services); ii) participate in an activity (e.g., skills training); iii) benefit from an output (e.g., grants, public works) or iv) or are covered by an intervention (e.g., municipalities served). Just a few indicators go beyond reach and also reflect effectiveness (what have change as result of the intervention) –such as indicator 3 of the outcome (*Percentage of beneficiaries who found a job during the programme*) or indicator 2.2.3.1 *Number of participants with a positive perception of previously conflicting communities* which relates more to social cohesion outcomes than just coverage. There are no 'quality metrics' aimed at assessing how well services are delivered.

At the impact level, the poverty level is a good high-level measure of living conditions though resilience - which includes social, psychological, and livelihood aspect- is not captured. This is also an indicator that would allow the project reporting on progress towards SDG 1 targets and goals. That said, the project faces challenges in demonstrating its contribution to change at this level, as neither the scope nor the funding of ENABLE allows for achieving the defined target or to claim attribution.

At the outcome level, the three suggested indicators are well-balanced providing proxies in terms of access (indicator 1); availability of services (indicator 2) and effectiveness in employment (indicator 3). However, while indicator 1. -the percentage of households receiving

cash assistance with one member receiving employment services- is a good proxy for measuring how active labour market interventions support social protection beneficiaries, it is not well-suited for tracking project performance. This is mainly because it is unlikely that accurate, disaggregated household-level data on cash assistance will be available locally, making it difficult to reliably cross-reference with employment service data.

At the output level, indicators for Output 1 both reflect service delivery (1.1. *Number of trained public staff*; and 1.2. *Id. Number of beneficiaries benefiting from different project interventions*) while indicators for Output 2 reflect both reach (2.1. *Number of municipalities benefiting*) and implementation (2.2 *Number of beneficiaries of EIP interventions* and 2.3. *Number of trained staff*). Overall, indicators for sub-products are appropriate for activity/output level and align with what's being delivered.

2.2. Are indicators of quality?

Most of the indicators are SMART (Specific, Measurable, Achievable, Relevant, Time-bound). A majority are specific, meaning they are detailed and disaggregated by gender, nationality, and age; all of them use quantitative measures (numbers, percentages) and a majority are reasonable and mostly achievable and relevant (See previous question). The weakest point is that they are not time-bound as any of them mention a time frame. Most of the indicators have clear definitions of what is being measured, particularly at the output and sub-output level – for instance, id.1.1.4.2. *Number of individuals completing skills training, disaggregated by gender, nationality and age groups* is quite clear.

Several of the indicators are closely aligned to those including in the LRP Livelihoods Sector LogFrame which offers opportunities for good reporting on progress under specific national priorities. Overall, almost all indicators, except Outcome 3 indicator, are disaggregated by gender which is a good step but insufficient to capture gender equality changes in access to employment services or job opportunities. Disaggregation by nationality and age is also helpful as it allows to assess how the project is putting in place non-discrimination measures. However, disaggregation by disability is missing.

2.3. Is Baseline information collected for each indicator?

Except for the impact indicator, all base line values are zero. For most of the outputs and sub-outputs level indicators this do not represent a huge problem. As already stated, several of the proposed indicators are activity or service delivery metrics which usually started at zero and the main purpose is to measure the achievement against the target (to show what is being delivered). Hence, the project can be focused on tracking progress over time. The bigger challenge arises at the Outcome level of the project, particularly with outcome indicators 1 and 3, which are expressed as percentages. Without a defined baseline population, it is not possible to measure change over time accurately.

2.4. Are targets established for each indicator?

The project DoA specified targets for all project indicators except for indicators of sub-products of Output 2 that have not been determined. Targets have all been computed by adding the amount of change desired to baselines

2.5. Are milestones identified for each indicator?

No milestones have been identified for indicator hence there is not a clear picture /sense of the time frame for achieving results nor of the progress made for achieving goals.

2.6. Can data be disaggregated to support performance reporting on areas of special interest for the ILO?

Most of the data collected is at individual level including disaggregation by gender, location, age, nationality and disability status. Additionally, some of the available data includes several other sociodemographic attributes -such as, for example, initial educational level; prior exposure or experience (e.g. years in the profession); baseline test scores and learning assessments- that could be used to inform project decisions

Additionally, data related to SDC is being collected across several areas (e.g., infrastructure, personnel, etc.) and could be leveraged to enhance the depth and quality of performance reporting.

3. MEANS OF VERIFICATION/MEASUREMENT AND METHODOLOGIES

Evaluability elements	Rating
3.1. Does the document propose the appropriate combination of annual reviews, mid-term and final evaluations?	Satisfactory
3.2. Does an M&E plan exist to conduct monitoring and evaluation in a systematic manner?	Unsatisfactory
3.3. Are the data collection and analysis methods in the M&E plan technically adequate?	Unsatisfactory

1.1. Does the document propose the appropriate combination of annual reviews, mid-term and final evaluations?

An appropriate number of periodic assessments were planned for the project. The project DoA anticipated an initial M&E appraisal, annual reviews, a mid-term /formative independent evaluation and a final independent evaluation in line with the ILO Evaluation Policy. A project inception report, followed by annual reports for 2023 and 2024 have already been submitted. A midterm independent evaluation is ongoing. The annual reports provide information and assessments of project activities; however, they do not consistently follow the LogFrame structure and fall short in reporting on actual results or achievements. While some performance data is presented for outcome indicators, there is little reporting on output and sub-output indicators, making it difficult to comprehensively track progress across all levels of the results framework.

1.2. Does an M&E plan exist to conduct monitoring and evaluation in a systematic manner?

A monitoring and evaluation plan oriented to assist the implementation of the program has not been formally developed. There is a performance plan based on the project results framework with some additional columns to record annual achievements, but it does not specify responsibilities, specific sources of information or periodicity for data collection for each indicator. Nor is there available an explanation of the information requirements for each indicator. The project performance plan is updated on a year /half year basis and presents some data disaggregated by gender, nationality, and type of training but without a tracker tool for recording and monitoring indicator performance data, displayed information is not presented in a structured manner.

In the first instance responsibilities for most of the data collection, cleaning and initial validation rely on partner organizations. IPs have established systems to monitor implementation of subprojects. Additionally, for infrastructure projects, civil site engineers contracted by the program have monitoring within its functions. The ENABLE technical team oversees activities implementation, analyze and revise reports findings provided by implementing partners. Final data compilation validation and reporting is done by two other staff with managerial responsibilities within ENABLE supervised by the CTA. Additional quality control, oversight and backstopping are provided by the ILO Regional Office.

1.3. Are the data collection and analysis methods in the M&E plan technically adequate?

The means of verification in the LogFrame are largely general, limiting their usefulness for tracking progress and measuring results. The ENABLE project has not developed its own specific methodologies for data collection and analysis. Instead, it has relied on implementing partners to use various tools already developed by the ILO, such as those from the Start and Improve Your Business (SIYB) training and the Work-Based Learning (WBL) manuals.

Data collection frequency is determined by each partner, depending on their activity schedules and agreed reporting timelines. While the ENABLE team has conducted monitoring visits to implementing partners' activities—especially for the EIIP and SIYB trainings—systematic quality checks or audits are not routinely carried out.

4. INFRASTRUCTURE, HUMAN AND FINANCIAL RESOURCES

Evaluability elements	Rating
4.1. Is the budget for the evaluation properly expressed in the project budget?	Satisfactory
4.2. Are there adequate financial resources in the evaluation budget?	Satisfactory
4.3. Are there adequate human resources?	Unsatisfactory
4.4. Are organizational arrangements for M&E efficient?	Unsatisfactory

4.1. Is the budget for the evaluation properly expressed in the project budget?

The evaluation and monitoring budget constitutes a separate line of the project budget. The project initially reserved 1,8% of the total direct costs of the budget for one midterm and final independent evaluation and for monitoring activities which, in principle, seems adequate.

4.2. Are there adequate financial resources in the evaluation budget?

Overall, the initially planned monitoring and evaluation budget could be adequate for the size and duration of the project. It should be acknowledged, however, that some resources have already been committed for some predefined data to be collected and analyzed -studies on social cohesion, workers survey, tracer study- within the monitoring budget.

4.3. Are there adequate human resources?

The function of M&E is not well resourced. A project assistant has monitoring as one of its functions with focus on data compilation. Recently, a member of the project team has been designated as monitoring focal point. During interviews with the ENABLE team, it was raised an overall sense that challenges faced on data collection and management are both human and system-related- such as a lack of established procedures and time.

4.4. Are organizational arrangements for M&E efficient?

According to interviews with ENABLE staff, activities from the LogFrame together with the budget are used for work planning and implementation. While it constitutes a good starting point – as both helps to organize and allocate tasks and resources effectively- it cannot be considered a fully adequate M&E practice if milestones, timeframes, data collection methods and regular reviews are not planned. There is no common storage system for the information and data generated by the implementing partners, nor has a common taxonomy been defined. Data storage is not well defined, and it should be improved.

5. PARTNERS' PARTICIPATION AND USE OF INFORMATION

Evaluability elements	Rating
5.1 Was the proposal designed in a participatory manner?	Satisfactory
5.2. Was information from previous evaluations used to design the proposal?	Satisfactory
5.3 Is there a plan for evaluation reporting and dissemination?	Unsatisfactory

5.1 Was the proposal designed in a participatory manner?

Consultations with the EU, with other UN agencies (UNRWA), international organizations and also with other ILO projects – PROSPECTS- were reportedly held for establishing project priorities and outcomes. Previous involvement of ILO in providing technical assistance to the MoSA also provided the venue for initial consultations. Consultations with other partners like those already collaborating with SDCs (Oxfam) were also held at the design phase. However, as has been confirmed during interviews, consultations with trade unions and employment and business organisations were not held.

5.2. Was information from previous evaluations used to design the proposal?

According to the DoA, lessons learnt from previous evaluations/experiences were used in the design of the project, including lessons learnt from the implementation of a previous round of the Labour Force and Households' Living Conditions Survey (LFHLS); from the "Evaluation of EUTF Syria-funded Programmes/Projects for Livelihoods" on the restrictions applied in Lebanon to refugees in the labour market and the importance of including significant short-term cash-for-work.

5.3 Is there a plan for evaluation reporting and dissemination?

Planning for evaluation use has not been included in the project proposal nor the use of monitoring data. This must be strategically defined as part of developing the MEL framework for the ENABLE program.

E. RECOMMENDATIONS

1. Update the project's Theory of Change (ToC).

While the initial ToC offered an overall direction for how the program seeks to drive change through a range of programmatic actions, it now requires refinement to strengthen the cause-effect logic. Specifically, the ToC should reinforce a layered causal chain linking: Policy Implementation → Institutional Capacity → Service Delivery → Access to Opportunities.

Additionally, there is a need to streamline the ToC's wording to better reflect the current context, the institutional capacities, and the realities of the broader system in which ENABLE operates. Support to decentralized MoSA centers, particularly SDCs is at the core of ENABLEs' project. Given the project's limited duration, the expectation that SDCs could

evolve into central employment service hubs within one and a half years appears optimistic. Additionally, the decentralized MOSA structure, which includes in addition to SDCs, a limited number of Rights and Access Centers (RACs) which provides social services to people with disabilities is currently under revision which might entail the progressive suppression, combination or specialization of some of these centres. A more plausible approach might be to position SDCs and, possibly, some RACs –primarily as ‘connectors’ between vulnerable individuals and existing economic actors, gradually building their facilitation capacities over time. Finally, it is critical to strengthen the integration of the various activities that ENABLE is implementing, ensuring a more coherent and synergized approach and also, for demonstration purposes. Hence, the main areas to address in revising the ToC are:

- **Separate and emphasize** the strengthening of the MoSA institutional and policy framework as a foundational precondition for program success and its sustainability.
- **Adjust the expected role of the SDCs** (and RACs) to realistically reflect their current capacities, while building on their potential to serve as valuable facilitators of pre-employment services within the local employment ecosystem.
- **Enhance the integration** between SDCs support and other key ENABLE program activities—including inclusive labor market training, entrepreneurship support, and short-term employment (cash-for-work) initiatives— to avoid fragmented implementation and to increase the likelihood of achieving the project outcome.

ENABLE should put in place a strategy to consistently support inclusiveness. Some activities might include SDCs staff additional training on gender responsive counselling; sensitize partners (i.e municipalities) when jointly planning for short term employment opportunities; plan for availability of childcare; provision of targeted support for women entrepreneurs under the SIYB initiative and if feasible, supporting SDCs and RCAs, in coordinating with other sensitized community actors to implement community-level initiatives to start addressing those social norms that hinders access to women and PwD livelihood opportunities.

Annex C includes a revised narrative and visual ToC for the project organized which makes some initial assumptions explicit. Building on this version, the ENABLE team with insights gathered through further discussions should agree on a ToC that should inform the project Log-frame and share widely with main stakeholders including MoSA and partners.

2. Revise the Log frame to align it with the ToC’s causal logic.

The final LogFrame has to be the result of validating the sequence of causal logic that characterizes the program (the ToC), the current target commitments with the donor, the capacities in place, and the availability of data. Current Logframe structure (Outcome, Outputs, Sub-products) does not help to make the program logic clearer. The revised LogFrame’s might be renamed to Outcome, Intermediate Outcomes and Outputs to improve clarity and better connect to the Theory of Change’s causal steps

Annex D provides a revised version of the project Logframe based on the analysis performed. It has taken into consideration the indicators on which ENABLE has been already reported and adds new ones for ENABLE team consideration. Suggested indicators should be reviewed and tested to ensure they produce meaningful data that supports decision-making and progress tracking. It is equally important to keep the number of indicators manageable to avoid overburdening staff and diluting focus. Final proposal should be shared and proven with relevant IPs to verify its feasibility

3. Develop a Monitoring and Learning framework

It is also crucial to develop a Monitoring framework to track project by planning the systematic data collection, compilation and analysis. ENABLE could also invest in the identification, collection, and documentation of lessons learned from project implementation. A Monitoring and Learning plan could include the following components:

For Monitoring:

- Clearly defined responsibilities for data collection, including what data will be collected, how often, and by whom—whether by Implementing Partners (IPs), directly by ENABLE, or with ENABLE conducting spot checks.
- Designated roles within the ENABLE team for both direct data collection and oversight of data quality from IPs.
- Appropriate data collection tools for each indicator, including guidance on establishing baselines where relevant.
- A well-defined schedule of MEL activities.
- A centralized data storage system organized by project outputs and activities.

For the **Learning component**, key elements should include:

- *Learning questions and themes*: Define 3–5 core learning questions or themes that ENABLE wants to explore. These should link to the Theory of Change (TOC) and its assumptions. Example questions could include:
 - Which SDC-local actor committees led to the strongest engagement?
 - What outreach and profiling strategies worked best for short-term placement workers?
 - What adaptations improved results for women and persons with disabilities (PwD)?
 - Which work-based learning (WBL) experiences led to better job placements?
- *Process for capturing lessons learned*: Plan key moments to reflect and collect lessons, such as at the end of each subproject. Use project reports from IPs, and simple internal templates to guide reflection (e.g., What did we expect? What happened? Why? What should we do next?).
- *Time for internal reflection*: Build in regular reflection sessions for both ENABLE and IP teams to discuss learning (for example, at the end of phases)
- *Documenting key learnings*: Use ILO templates to record lessons learned, good practices, and other insights.
- *Link learning to action*: Make feedback loops visible by showing how each learning informs decisions or adaptations (e.g., revising training, reallocating budget), and track these in the MEL plan.

This plan should internally be discussed and agreed on by all ENABLE team to be clear of what needs to be measured, the process of measuring it and how to extract lessons. The Monitoring and Learning plan may be considered a living document and as such it can be updated. Annex E includes a proposal of what a basic Monitoring and Learning plan could be for ENABLE.

4. Engage partners in all aspects of the Monitoring and Learning

ENABLE should be prepared to share and discuss results with them. If partners are more involved in the overall process, they will be more knowledgeable about the project and develop a more nuanced understanding of their role, particularly in its implementation function. The ENABLE team will be in a stronger position vis-à-vis its partners with such involvement, as they will be forced to take a higher level of accountability in the process when they are engaged in its development. Further, their engagement will ENABLE greater insight into what kind of information could be exchanged between actors and help to facilitate its collection and sharing. In practical terms, this can mean promoting space and time to discuss:

- The revised ToC and program logic.
- The monitoring and learning plan proposal to agree with them on responsibilities and data to be collected once elaborated.
- Discuss data collection management and analysis.
- Discuss data collection tools.
- The use of learning products.

5. Resource the monitoring and learning function

The monitoring and learning tasks outlined in this report involve consistent monitoring, research, facilitation of processes, and implementation of varied approaches. It is essential to allocate sufficient human resources – a dedicated monitoring officer- and set aside financial resources to ensure effective and sustainable implementation.

ANNEXES

Annex A. ENABLE TOC narrative and visual

Annex B. ENABLE LogFrame

Annex C A Draft ToC for ENABLE

Annex D A draft Log-Frame for ENABLE

Annex E A draft MEL plan for ENABLE

Annex F ILO's Evaluability Assessment tool.

ANNEX A. ENABLE Theory of Change

The overall objective of the programme is to improve the living conditions and the resilience of refugees displaced by the Syrian crisis and vulnerable hosting communities in Lebanon.

The specific objective 2 of the Project reads as follows: Increase the access, with a gender sensitive focus, to livelihoods opportunities for the self-reliance of refugees and vulnerable host communities.

The project will thus include two primary outputs:

- Output 1: Employment-oriented services provided to vulnerable households, including households benefiting from social assistance and social services interventions.
- Output 2: Local priority projects are implemented to promote short-term employment opportunities and social stability.

To achieve the objective, the design of the programme is based on the following considerations:

- Adopting an integrated approach that covers Social Protection, Employment, Skills, Enterprise Development, and Labour Protection to address the structural and systemic challenges facing the labour market.
- Leveraging the current crises as an entry point to provide immediate relief in support of livelihoods and employment, while working in parallel towards structural reforms to provide a broad range of protections for vulnerable populations.
- Promoting international labour standards, including the Social Security (Minimum Standards) Convention (No. 102) and the Employment Service Convention (No. 88), which has been ratified by Lebanon.
- Highlighting social protection as a right of all citizens, with support for “transition” from social assistance to employment related social insurance, where appropriate, as a vital component.
- Focusing on employment and decent work with a peacebuilding approach to maintain and reinforce social cohesion and peaceful coexistence. Following the Humanitarian Development Nexus (HDP), this can prevent outbreaks of social tension among communities experiencing a sense of inequality and injustice, including refugees, internally displaced persons and host communities. The project will be conflict sensitive and do no harm.
- Coordinating with other on-going initiatives to maximize impact.

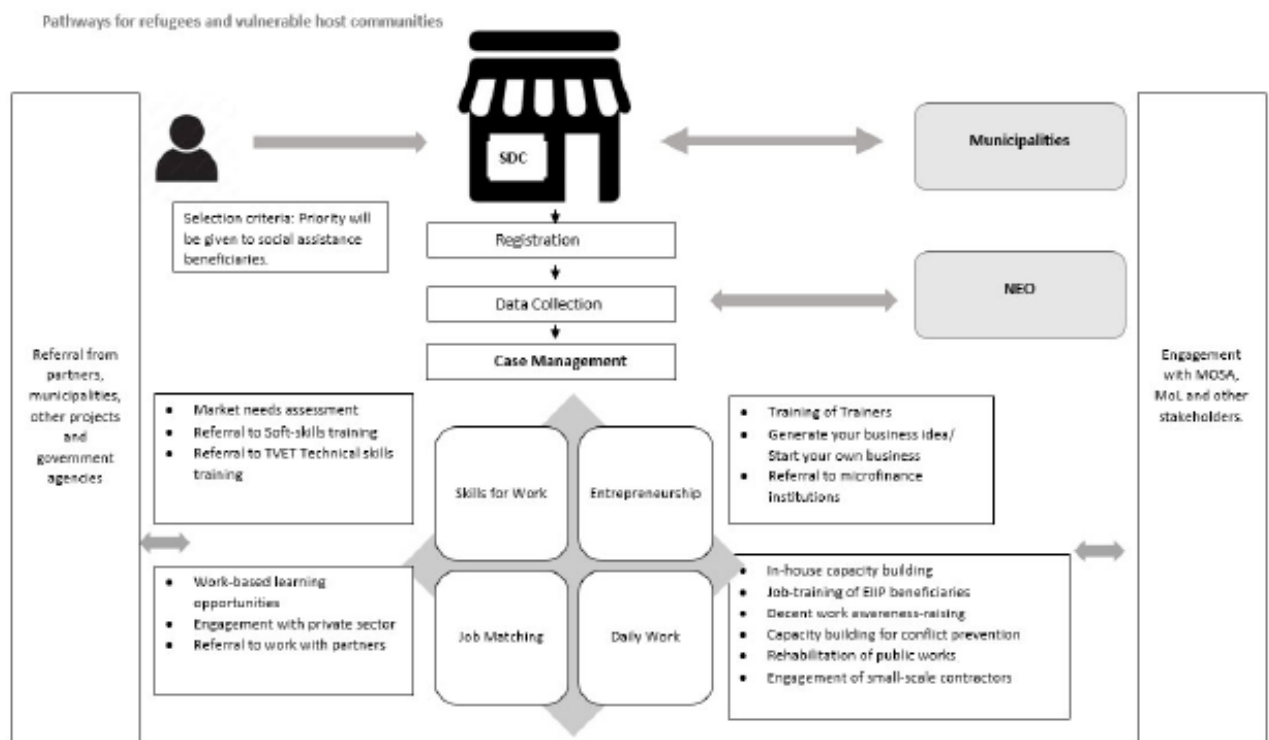
The intervention logic is that providing livelihoods opportunities to enhance the economic capacity of the most vulnerable and marginalized communities residing in targeted areas, with particular attention to increased skills for refugees, female-headed and households integrating child and persons with disabilities combined with social assistance, will allow them to access market and become self-reliant in municipalities with reduced social tensions. By providing better and integrated employment services and short-term employment opportunities, there will be a reduced dependency on social assistance for the extremely poor and vulnerable, contributing towards social cohesion.

The pathways to change that were identified are as follows:

- IF social protection and employment policies are integrated;

- IF the SDCs capacity on counselling vulnerable Lebanese and refugees is enhanced to refer to and provide skills and grant opportunities;
 - IF the municipalities participate in planning short-term employment interventions and are more involved in job placements;
 - IF local entities are better prepared to inform/implement employment strategies;
 - IF Local TVET institutes and local industries/ enterprises work together and develop capacity to deliver market relevant technical skills and entrepreneurship education;
 - IF the ILO works with local partners and municipalities and relevant ministries in developing EIIP, and promoting social stability by providing a safe space for refugees and Lebanese populations to come together; and,
 - IF SMEs integrate the beneficiaries in EIIP following decent work principles
- ✓ THEN local services will provide employment opportunities to vulnerable populations;
 - ✓ THEN there will be a reduced dependency on social assistance for the extremely poor and vulnerable.
 - ✓ THEN decent employment opportunities will contribute to conflict prevention and peacebuilding.

ENABLE's visualization



ANNEX B. ENABLE LOGICAL FRAMEWORK

	Results chain	Indicator	Baseline (Value & Reference yr)	Target (Value & Reference yr)	Sources of Data	Assumptions
Impact	To improve the living conditions and the resilience of refugees displaced by the Syrian crisis and vulnerable hosting communities in Lebanon	Proportion of population living below the national poverty line, by sex, nationality and age	75 % Lebanese 89% Syrian refugees, 87% Palestinian refugees from Syria 2021, 65% Palestinian refugees living in Lebanon, 2015	65% Lebanese and 79% Syrian refugees, 77% Palestinian refugees from Syria, 65% Palestinian refugees living in Lebanon by 2024	World Bank, UNRWA and United Nations reports	Political stability and economic recovery in Lebanon; continued commitment to host Syrian refugees in Lebanon
Outcome	Increased access to livelihoods opportunities with a gender sensitive focus, for the selfreliance of refugees and vulnerable host communities.	Indicator 1: Percentage of households receiving cash assistance with 1 member receiving employment oriented services with EU support	0	At least 50% of the households receiving cash assistance per year At least 50% of the households receiving cash assistance per year	Project documents	Refugees and host communities are willing to participate in the project while conditions in the country remain stable to implement as planned. Commitment of all partners to coordinate activities in the social protection sphere.
		Indicator 2: Number of SDCs centres providing or referring employment oriented services with EU support	0	At least 20	Project documents	
		Indicator 3: Percentage of beneficiaries of employment-oriented services having found a job during the programme	0	At least 30 %	Project documents	
Outputs	Output 1: Employment oriented services provided to vulnerable households, including households benefiting from social assistance and social services interventions.	1.1 – Number of public sector staff from local institutions trained in employment services with EU support disaggregated by gender	0	1.1 – At least 2 per municipality targeted	Project documents	
		1.2 Number of refugees and host communities participating in employability, vocational and entrepreneurial skills training programmes, with EU support, disaggregated by nationality and gender	0	more than 2200 ; (50%Lebanese, 50% non-Lebanese)	Project documents	

	Output 2: Local priority projects are implemented to promote short-term employment opportunities and social stability.	2.1 – Number of municipalities benefitting from improved infrastructure with EU support	0	2.1 – + 20 municipalities	Project documents	Phase V of EIIP, funded by KfW continues in order to cost-share activities. The GoL continues to support EIIP projects for both Lebanese and non-Lebanese beneficiaries
		2.2 Number of beneficiaries of Employment Intensive Projects, with EU support, disaggregated by nationality and gender	0	2.2 – + 1200 (50%Lebanese, 50% non-Lebanese)	Project documents	
		2.3. Number of staff (from institutions and local organizations) trained in EIIP including social cohesion, LRBT, Decent Work-related topics, with EU support, disaggregated by gender.	0	2.3 + 60 persons (50% women)	Project documents	
Sub-products Output 1	1.1.1. The evidence base for more integrated social protection and employment policy and interventions and programming is enhanced.	1.1.1.1 Number of studies highlighting social protection and employment needs and policy gaps	0	60	Social Protection Studies	The Government continues to support the establishment of a national comprehensive social protection scheme.
	1.1.2. Local institutions are reinforced to promote and refer to livelihoods' services.	1.1.2.1 Number of personnel trained in case-management, disaggregated by gender	0	60	Project documents	SDCs and municipalities selected collaborate with the ILO and implementing partners.
	1.1.3. Standard Operating Procedures on linking social assistance beneficiaries to employment are developed and implemented.	1.1.3.1 Number of SDC and NEO personnel trained on procedures, disaggregated by gender	0	60	Project documents, NEO records	
	1.1.4. Refugees and hosting communities improve their skills for employment.	1.1.4.1. Number of individuals completing skills training, disaggregated by gender, nationality and age groups	0	1000, of which 40% women and 50%refugees	SDC records,Project documents, Partner organizations	
		1.1.4.2. Number of individuals benefitting from work-based learning opportunities, disaggregated by gender, nationality and age groups	0	400		

	1.1.5. Enhanced small income-generating opportunities for refugees and vulnerable Lebanese Entrepreneurs	1.1.5.1. Number of grants/loans to entrepreneurs, disaggregated by gender, nationality and age groups	0	300	Project documents, SDC records	
	1.1.6. Enhanced capacity of the public sector to facilitate the implementation of employment-intensive programmes.	1.1.6.2. Number of EIIP initiatives supported by the project	0	At least 3	Project document, municipalities' records	
Sub-products Output 2	2.2.1. Improved access to decent employment for Lebanese Host Community members and Syrian refugees through improved public assets and green works.	2.2.1.1. Number of working days created disaggregated by gender, nationality and age groups	0	TBD	Project documents, SDC records	
		2.2.1.2. Number of public assets rehabilitated/ created	0	TBD	Project documents, SDC records	
	2.2.2. Enhanced technical capacities of local companies to implement LRBT and Decent Work Sustainable Infrastructure development and local communities to implement labour-based construction and maintenance works.	2.2.2.1. Number of trainings provided to local contractors on decent work and LRBT aspects	0	TBD	Project documents	
	2.2.3. Conflict prevention and social stability capacity building trainings are imparted.	2.2.3.1. Number of participants who have a positive perception of previously conflicting communities.	0	TBD	Project documents	

ANNEX C. A DRAFT TOC FOR ENABLE

Narrative

The project aims to enhance the economic inclusion of vulnerable host communities and Syrian refugees—particularly women and persons with disabilities—by strengthening the local employment ecosystem.

The first pathway focuses on reinforcing the MOSA institutional and policy framework. If the Ministry of Social Affairs establishes a stronger structure to oversee and coordinate the Social Development Centers' (SDCs) – and RACs- delivery of pre-employment services, and if a robust evidence base on social protection and economic inclusion is developed to inform policy-making, then SDCs and RACs will be positioned within a supportive policy environment. This will allow them to take an active role in connecting vulnerable individuals to employment pathways within their local systems.

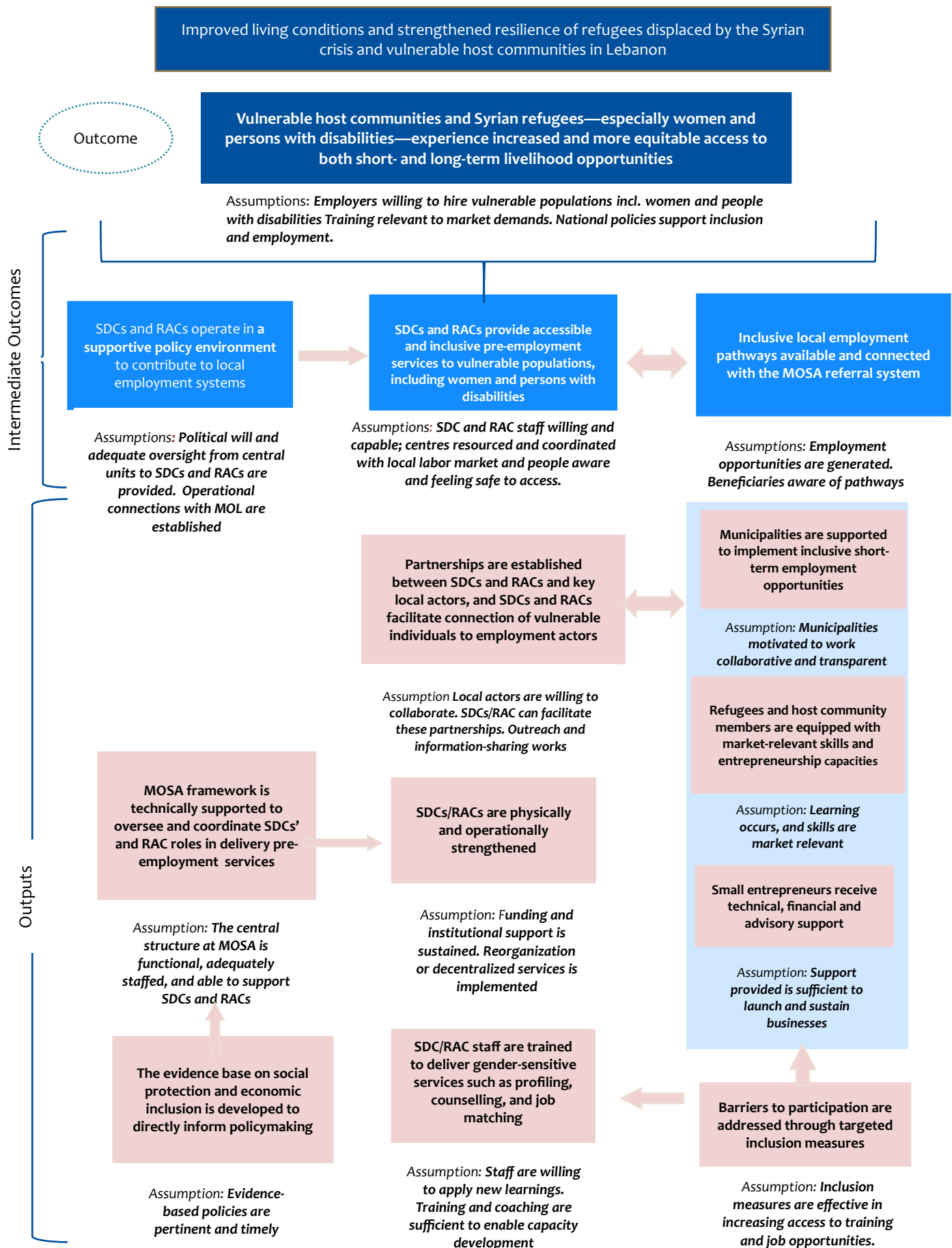
At the same time, SDCs and RACs must be physically and operationally strengthened, and their staff trained to deliver accessible, inclusive, and gender-sensitive pre-employment services—such as individual profiling, counselling, and job matching. Partnerships must also be established between SDCs and RACs and key local actors, including municipalities, vocational education institutions, private sector entities, and NGOs. If these capacities and networks are developed in parallel, then SDCs and RACs will be able to deliver pre-employment services to vulnerable populations.

Concurrently, the project must also support municipalities to implement inclusive short-term employment opportunities (such as public works), equip refugees and host community members with market-relevant skills and entrepreneurship capacities, and provide technical, financial, and advisory support to micro-entrepreneurs. By coordinating these services through the SDCs and RACs' referral systems, diverse employment pathways—from short-term jobs to self-employment—will become available and accessible to vulnerable individuals.

Throughout the intervention, barriers to participation must be proactively addressed through targeted inclusion measures such as childcare services, transportation support, and accessible facilities.

If these pathways are realized, then vulnerable host communities and Syrian refugees—especially women and persons with disabilities—will experience increased and more equitable access to both short- and long-term livelihood opportunities.

ENABLE'S REVISED TOC



ANNEX D. SUGGESTED REVISION TO THE LOGFRAME²⁰

Level	RESULTS CHAIN	INDICATOR	Disaggregation	Means of verification	Assumption identified
IMPACT	Improved living conditions and strengthened resilience of refugees displaced by the Syrian crisis and vulnerable host communities in Lebanon	--			Political stability and economic recovery in Lebanon; continued Commitment to host Syrian refugees in Lebanon
Outcome	Vulnerable host communities and refugees — especially women and persons with disabilities — benefit from increased and more equitable access to short- and long-term livelihood opportunities.	1. Number of individuals who received referrals for pre-employment-related services via supported SDCs at the end of the programme. 2. Percentage of beneficiaries receiving referrals from supported MOSA decentralized centres (SDCs/RACs) who are women and/or persons with disabilities. 3. Percentage of beneficiaries referred by supported decentralized centres who secured employment, self-employment, or started an income-generating activity within three months of program completion. 4. Percentage of beneficiaries who report that the services received were useful in improving their livelihood opportunities.	Gender, disability status, nationality Type of livelihood opportunity	SDC /RCA records (employment/self-employment verification forms) IP Program tracking data. Program /IP follow-up survey to SDC/RAC users	. Employers are willing to hire vulnerable populations. . Employers are ready to hire women and people with disabilities - Training and services are aligned with market demands. . Local policies support inclusion and access to employment. . Broader economic situation allows for some job growth . Refugees and host communities are willing to participate in the project while conditions in the country remain stable to implement as planned. . Commitment of all partners to coordinate activities in the social protection sphere.
Intermediate Outcome 1.	SDCs and RACs are positioned within a supportive policy environment to actively contribute to local employment systems	1.1. Existence of an officially endorsed decree or policy framework that mandates and enables supported decentralized centres to deliver pre-employment services. 1.2. Number of supported decentralized centres operationalizing pre-employment services under the new decree.	SDC/ RCA	Official gazette, MoSA/MoL documentation	. The Government continues to support the establishment of a national comprehensive social protection scheme. . Evidence on social protection and economic inclusion are considered and inform policy-making.

²⁰ In red colour assumptions and indicators form the original project LogFrame

Level	RESULTS CHAIN	INDICATOR	Disaggregation	Means of verification	Assumption identified
Output 1.1.	Evidence base on social protection and economic inclusion strengthened, and actionable policy recommendations developed.	1.1.1.# At least X studies highlighting social protection and employment needs and policy gaps with actionable recommendations	Thematic area	Studies / reports	Evidence-base is pertinent and timely and MOSA is responsive to it.
Output 1.2	The MOSA framework is technically supported to oversee and coordinate SDCs'and RAC's role in delivery pre-employment services.	1.2.1. A technical assistance plan for the establishment of the Socio-Economic Inclusion Unit developed and implemented according to agreed milestones	Yes/ No	Published plans from MOSA	The central structure at MoSA is functional, adequately staffed, and able to support SDCs and RACs
Intermediate Outcome 2.	MOSA decentralized centres (SDCs and RAC) provide accessible, quality, and inclusive pre-employment services to vulnerable populations, including women and persons with disabilities	2.1. Percentage of supported MOSA decentralized centres (SDCs and RACs) that provide pre-employment services following the employability manual and developed SOPs. 2.2. Percentage of jobseekers accessing MOSA decentralized centres (SDC and RACs) services who report satisfaction with the pre-employment service quality (disaggregated by sex, disability, nationality) 2.3. Percentage MOSA decentralized centres (SDC and RAC) -referred beneficiaries who found employment or started training within X months	By region Gender, age, disability nationality	SDC/RAC service delivery records (i.e referral logs) IP Monitoring Program /IP follow-up survey to SDC users	SDC and RAC staff are willing and capable of applying new service delivery practices. Physical infrastructure at SDCs remains accessible and services have minimum resources to operate (staff, materials, equipment, transportation subsidies). Target populations are aware of the services and feel safe accessing them and cultural or social norms do not prevent participation by women or persons with disabilities. Coordination with other service providers (e.g., training institutes, employers) is effective and sustained.
Output 2.1	MOSA decentralized centres (SDCs and RAC) are physically and operationally strengthened.	2.1.1. Number or percentage of MOSA decentralized centres (SDCs and RAC) with supported management/ coordination structures 2.1.2 . Number or percentage of MOSA decentralized centres (SDCs and RAC) with operational workplans for pre-employment services 2.1.3. Number or percentage of infrastructure or system upgrades implemented in SDCs.	By region By SDC /RCA	SDC/RCA administrative records Workplans,. SDC/RCA reports Project records (rehabilitation completion reports,)	Minimum support to equipment, materials , transportation subsidies are provided by MOSA to supported SDCs and RCAs.

Level	RESULTS CHAIN	INDICATOR	Disaggregation	Means of verification	Assumption identified
Output 2.2	MOSA decentralized centres (SDCs and RAC) staff have the technical capacity to plan and deliver gender-sensitive employment services including profiling, counselling, job matching	2.2.1. Number of SDC /RCA staff trained in employment profiling, counselling, job matching 2.2.2. Number or percentage of MOSA decentralized centres (SDCs and RAC) that apply gender-sensitive service standards when providing coaching services.	Gender /Region Type of centre (SCA/ RCA)	Training reports IP Monitoring	Training and coaching are sufficient to ENABLE capacity development
Output 2.3	Local employment networks are established between SDCs and RACs and local public/private actors (municipalities, NGOs, and local chambers of commerce) to support pre-employment service delivery	2.3.1. Number of partnership agreements or MoUs signed between MOSA decentralized centres and local actors (e.g., VETs, NGOs, businesses) 2.3.2. Percentage of local committees participated by SDC /RAC and local actors meeting once every XX. 2.3.3. Number of referrals made through partnership mechanisms. 2.3.4. Percentage of partners who report collaboration with SDCs and RACs as effective .	By partner type By region Type of referral	Signed agreements SDC/RAC administrative records (minutes meetings) SDC/RAC referral tracking sheets Partner feedback survey	Local actors are willing to collaborate, and SDCs and RAC staff are capable of facilitating and maintaining these partnerships
Intermediate Outcome 3.	Inclusive labour market training, entrepreneurship, and short term employment opportunities available and connected with the SDC and RAC referral systems.	3.1. Percentage of training facilitated by the program that involve participation of MOSA decentralized centres (SDCs and RAC) in the identification or outreach of beneficiaries 3.2. Percentage of short-term employment programs implemented with MOSA decentralized centres (SDCs and RAC) collaboration 3.3. Percentage of beneficiaries accessing pre-employment services who report improved access due to inclusion measures	Gender, disability,	Program monitoring data SDC/RAC referral records, partner data Program /IP follow-up survey to SDC and RAC users	Inclusive employment opportunities matching market needs and connected to SDC
Output 3.1	Enhanced capacity of the public sector (municipalities) to implement gender inclusive short-term employment opportunities - public works and infrastructure, maintenance related.	1.3.1. Number of short-term employment schemes implemented by supported municipalities 3.1.2. Number of workdays created through employment programs (disaggregated)	Municipality Gender, nationality, PwD	Program records (EIIP component)	Outreach of potential beneficiaries Municipalities are motivated and transparent Phase V of EIIP, funded by KfW continues in order to cost-share activities. The Gov. of Lebanon continues to support EIIP projects for both Lebanese and non-Lebanese beneficiaries

Level	RESULTS CHAIN	INDICATOR	Disaggregation	Means of verification	Assumption identified
Output 3.2.	Inclusion measures (e.g., childcare, transport stipends, accessible facilities, community sensitization) implemented.	3.2.1. Number of inclusion measures (childcare services, transport stipends, or accessibility adaptations) offered in trainings 3.2.2. Number of inclusion measures made available in short-term employment opportunities 3.2.3. Percentage of total beneficiaries who accessed inclusion supports 3.2.4. Percentage of vulnerable individuals who cite inclusion measures as enabling participation	Type (childcare, transport, etc.) Gender, nationality, disability	Program implementation reports Program /IP follow-up survey to SDC users (and participants of programmes activities)	Inclusion measures are effective in increasing access
Output 3.3	Refugees and hosting communities gain market-relevant employment skills	3.3.1. Number of individuals completing skills trainings of any type provided by the program 3.3.2. Number of individuals benefiting from work-based learning opportunities 3.3.3. Percentage of WBL trainees that benefited for a job placement. 3.3.4. Percentage of WBL trainees reporting improved employability skills after training	Gender, nationality, age, Type of training	IP records (Enrolment lists; completion certificates; monitoring data) Post-training surveys	Learning occurs, and skills are market relevant.
Output 3.4.	Technical, financial, and advisory support is provided for micro-entrepreneurs and self-employment initiatives and integrated into the referral framework.	3.4.1. Number of beneficiaries receiving business training/coaching 3.4.2. Number of grants/loans disbursed for micro or small enterprises 3.4.3. Percentage of financed small self-employment initiatives still operating after 6 months	Gender, nationality, Type of business	IPs / Program tracking Financial records Follow up survey	Support provided is sufficient to launch and sustain businesses

ANNEX E. Monitoring and Learning DRAFT PLAN OUTLINE

Sample M&E framework

Indicator Name	Definition	Indicator calculation	Baseline Value & Date	Target Value & Date	Data Collection Tool	Frequency	Data Collector	Responsible Person / Unit (ENABLE)	Status / Notes
2.1. Percentage of supported SDCs and RCAs that provide pre-employment services following the employability manual and SOPs	This indicator tracks the proportion of SDC and RCA supported by the program where at least one staff is providing pre-employment services (skills profiling, employability coaching; job referral) following employability manual procedures and provided SOP	Number of supported SDCs and RCA providing services according to manual and SOPs ÷ Total number of supported SDCs × 100	0% (June 2025)	e.g., 75% (Dec 2026)	Referral logs or service delivery forms used by SDC and RCA staff	Quarterly	IP (OXFAM)	ENABLE MEL officer in coordination with social protection Program Officer	Tool under development; first data collection expected Q3 2025

Sample Learning framework ²¹

Learning Question / Theme	Milestone / Review Date	Key Lessons Captured	Follow-Up Action / Adaptation – Date	Action Owner at ENABLE	Status / Comments
Which strategies led to better involvement of private sector actors in WBL opportunities ?	End of each WBL cycle / subproject	Private actors have to cope with multiple time, economic and legal requirements that might limit their involvement in the project. Outreach widely and keeping regular coordination with them is crucial to maintain motivation and anticipate any constraint.	Engage new private partners at an early stage in order to prepare a platform of potential WBL. Adapt the Private actor profiling tool, to be more interview type than self-filling questionnaire.	MEL officer + Skills Development National Officer	Confirmed with IP if changes have been incorporated. Revision plan for end of current project.

²¹ For demonstrative purposes, this lesson learnt has been extracted from an Implementing partner report. (Safadi Foundation, 2024 Skill Up III – ENABLE IA with Safadi Foundation to Support the Delivery of Competency-Based Market-Responsive Skills Training and Provision of Post-Training Support to Vulnerable Lebanese and non-Lebanese).

ANNEX F. ILO EVALUABILITY ASSESSMENT TOOL

► 1. INTERVENTION LOGIC, RISKS AND ASSUMPTIONS

Question	Quality assessment criteria	Rating
1.1 Has the situation been properly analysed?	- A problem statement has been formulated through a situation analysis, baseline study or other evidence - Stakeholders have been identified - The target population has been differentiated	
Comments:		
1.2 Are the programmes/project's overall objective clearly defined?	- The intervention specifies its contribution to the long-term ILO priorities and outcomes - The intervention specifies its linkage with DWCP objectives, CPOs, national strategies and the international development frameworks, including SDG targets - The intervention is linked to specific topics of the ILO's mandate (e.g. cross-cutting policy drivers) as well as pro-poor focus and inclusion of people with disabilities - The proposal sets out a clear and holistic approach to capacity development based on a capacity assessment of key partners in the results strategy.	
Comments:		
1.3 Does the document contain a strategy or Theory of Change for dealing with the problem?	- The project has a Theory of Change/intervention model that reflects the logical connection between the project's situation analysis and its objectives and outcomes - The intervention explains the what, how and why of the intended change process, specifying causal links, mechanisms for change and assumptions. - The intervention concentrates on dealing with root causes (causal logic established) - The intervention is relevant to the needs of the target group(s)	
Comments:		
1.4 Does the document contain satisfactory immediate objectives / project outcomes?	- Immediate objectives (IOs) clearly state the final situation to be achieved and the target groups that will benefit - IOs describe the conditions under which the performance is to be observed - IOs describe the standard which must be met in order for the performance to be considered acceptable (criteria)	
Comments:		

1.2 Are assumptions, risks and mitigations adequately identified?	- The principal restrictions to achieving outcomes have been identified - The risks associated with each strategy for achieving project outcomes have been identified - The risk mitigation measures are clearly defined, and are supported by theory, logic, empirical evidence and/or past ILO experience - Assumptions have explicitly been presented for the project logic to hold true	
Comments:		
1.3 Are assumptions, risks and mitigations adequately identified?	- The project articulated an exit or transition strategy for its support - Plans exist to gradually and effectively hand over the project to national partners - The project established a knowledge management strategy with national partners and civil society, as appropriate	
Comments:		
Recommendation to CTA/ project team:		
CTA response how recommendation is to be addressed (for validation at mid-term evaluation)		

► 2. QUALITY OF INDICATORS, BASELINES, TARGETS AND MILESTONES

Question	Quality assessment criteria	Rating
2.1 Are indicators appropriate proxies for the IOs?	- There is a logical fit between indicators and outcomes, meaning the indicators measure the intended result - IOs are enable reporting on progress under specific SDG targets and indicators	
Comments:		
2.2 Are indicators of quality?	- Indicators include a clear definition of what is being measured - Indicators measured intended results - Indicators are SMART - Indicators allow to capture gender equality, non-discrimination and people with disabilities concerns	
2.2 Is Baseline information collected for each indicator?	- A baseline exists for each indicator - Baselines are specific to the programme/project - Baseline clearly describe the situation prior to the intervention - Data is available to track the baseline - Baselines permit comparison of results	
2.3 Are targets established for each indicator?	- Targets are specified for all indicators - Targets were computed by adding amount of change desired to baselines	
Comments:		
2.4 Are milestones identified for each indicator?	- Milestones provide a clear sense of the time frame for achieving results - Milestones are identified for all indicators - Milestones provide a clear sense of progress made for achieving goals	
Comments:		
2.5 Can data be disaggregated to support performance reporting on areas of special interest for the ILO?	Indicators, baselines, targets and milestones will permit gender disaggregation and disaggregated data on other relevant concerns for the project	
Comments:		
Recommendation to CTA/ project team:		
CTA response how recommendation is to be addressed (for validation at mid-term evaluation)		

► **3. MEANS OF VERIFICATION/MEASUREMENT AND METHODOLOGIES**

Question	Quality assessment criteria	Rating
3.1 Does the document propose the appropriate combination of annual reviews, mid-term and final evaluations?	The proposal conforms with ILO evaluation policy guidelines by including the appropriate amount of annual reviews, mid-term and final evaluations	
Comments:		
3.2 Does an M&E plan exist to conduct monitoring and evaluation in a systematic manner?	- A monitoring and evaluation plan has been developed - The results framework includes actions to achieve appropriate M&E results ((for example responsibilities and periodicity for data collection) - If applicable, comparison groups are included for impact evaluation purposes - Information needs for performance reporting is well identified - Roles and responsibilities for data collection, evaluation and reporting are specified - Risks for the monitoring and evaluation system have been defined with identified mitigation strategies	
Comments:		
3.3 Are the data collection and analyses methods in the M&E plan technically adequate?	- The methods proposed will lead to valid and reliable propositions - A data gathering system to generate information on all indicators has been defined - Methods are technically and operationally feasible with appropriate levels of efforts and cost for value added by the information - Sources of information are specified for all indicators	
Comments:		
Recommendation to project designers:		
CTA response how recommendation is to be addressed (for validation at mid-term evaluation)		

► 4. INFRASTRUCTURE, HUMAN AND FINANCIAL RESOURCES

Question	Quality assessment criteria	Rating
4.1 Is the budget for the evaluation properly expressed in the project budget?	The evaluation budget is on a separate line of the project budget	
Comments:		
4.2 Are there adequate financial resources in the evaluation budget?	- The monitoring and evaluation budget is adequate for the size and duration of the project - Resources have been identified and committed to ensure that predefined data will be collected and analysed	
Comments:		
4.3 Are there adequate human resources?	- A member of project management has been designated to be responsible for M&E issues - Social partners and beneficiaries expected to participate in monitoring and evaluation - Reporting mechanisms and products identified with clear responsibilities	
Comments:		
4.4 Are organizational arrangements for M&E efficient?	- An M&E system is used for work planning, implementation and reporting practices - Tripartite partners engage in M&E and use information	
Comments:		
Recommendation to CTA/ project team:		
CTA response how recommendation is to be addressed (for validation at mid-term evaluation)		

► 5. PARTNERS' PARTICIPATION AND USE OF INFORMATION

Question	Quality assessment criteria	Rating
5.1 Was the proposal designed in a participatory manner?	- Constituents and other stakeholders were involved in establishing project priorities and outcomes - The areas of agreement and disagreement among constituents priorities and outcomes are identified	
Comments:		
5.2 Was information from previous evaluations used to design the proposal?	Lessons learned from past evaluations have been used to design the project	
Comments:		
5.3 Is there a plan for evaluation reporting and dissemination?	- The project has a communication strategy for evaluation results - Evaluation results will be communicated to constituents and stakeholders in a timely fashion	
Comments:		
Recommendation to CTA/ project team:		
CTA response how recommendation is to be addressed (for validation at mid-term evaluation)		

Annex 6. Lesson learned

ENABLE

Project DC/SYMBOL: LBN/22/01/EUR

Name of Evaluator: Gloria Angulo

Date: 11/07/2025

LESSON LEARNED ELEMENT	Enhancing outreach and profiling in short-term placement activities improve uptake
Brief description of lessons learned (link to specific action or task)	The evaluation found that some implementing partners had difficulty recruiting beneficiaries for short-term placement opportunities, due to either low initial commitment or high dropout rates during the first few days of work. To address these challenges, tailored outreach efforts should be planned in advance using a variety of communication channels to provide clear, detailed information about the nature of the work.
Context and any related preconditions	The issue of limited success in reaching Cash for Work workers has multiple underlying causes. One of these is the low daily wage, which was limited to 12 US dollars a day for the standard short-term placement worker for approximately six hours a day of work in the first two years of project implementation. This rate was agreed by the development partners to avoid interfering with the Lebanese job market by artificially increasing this daily salary. Additionally, to increase the number of workers, several construction projects were planned with hardly any machinery, making some tasks very physically demanding. In other cases, some of the work was carried out in difficult locations. Finally, expectations regarding the interest of pre-identified social protection beneficiaries have not always been met, and municipalities around locations where projects were planned to be implemented have not always provided a possible list of potential beneficiaries.
Targeted users / Beneficiaries	The targeted users of this lesson learned are ENABLE, the implementing partners as well as the respective municipalities and other development partners.
Challenges /negative lessons - Causal factors	The underlying causes explained above resulted in some initiatives experiencing delays in delivering activities due to difficulties in recruiting the expected number of workers. In other cases, a number of initial dropouts forced the recruitment process to be intensified.
Success / Positive Issues -Causal factors	Interviews revealed that tailored outreach efforts should be planned in advance using a variety of dissemination tools, such as posters, flyers, social media and announcements at the municipal level, and that clear, detailed information about the nature of the work should be provided. Involving the construction company in the profiling and selection process can help to clarify job requirements. Where possible, allowing candidates to view the working conditions first-hand can also help beneficiaries to set realistic expectations and reduce early dropout rates.

ILO Administrative Issues (staff, resources, design, implementation)	The lesson learnt requires the ENABLE team and its implementing partners to plan outreach efforts well in advance of public works being agreed, and to collaborate closely with the commissioned constructor to fine-tune the required profiles for the planned tasks.
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ANNEX 7. Good practice

ENABLE

Project DC/SYMBOL: LBN/22/01/EUR

Name of Evaluator: Gloria Angulo

Date: 11/07/2025

GOOD PRACTICE ELEMENT	Providing capacity development opportunities for national implementing partners strengthens service delivery and the sustainability of ENABLE's actions.
Brief summary of the good practice (link to project goal or specific deliverable, background, purpose, etc.)	ENABLE has involved several of its implementing partners in various capacity development initiatives. For example, Oxfam and COOPI took part in the 'Coaching for Employability' training course run by the ILO-ITC. COOPI has also benefited from the technical expertise of ILO EIIP teams in organising short-term employment activities. Some AEP staff have been certified as trainers in the SYIB package and have also received coaching from the ILO financial education master trainer. The SAFADI Foundation, whose members have previously attended ILO ITC courses on organising WBL training, has also benefited from workshops and technical support from ILO skills development specialists in launching work-based learning initiatives. These activities help improve service delivery and support the future sustainability of ENABLE's efforts. In several cases, the participation of partner members in the training, for example with COOPI and OXFAM, did not incur additional costs while in others, such as in the case AEP, the cost of financing the SYIB ToT was shared amongst several ILO projects.
Relevant conditions and Context: limitations or advice in terms of applicability and replicability	Implementing partners require ongoing opportunities to transfer their newly acquired knowledge to their own organisations. While current activities provide a venue for putting learnings into practice, it is important that other opportunities arise in the future to ensure these capabilities remain within the organisations.
Establish a clear cause- effect relationship	When national partners receive targeted training and resources, they acquire the necessary skills and knowledge to manage projects effectively. This empowerment leads to improved service delivery, as local organizations can operate more efficiently, enlarge their own project portfolio and respond better to community needs. Moreover, building local expertise reduces reliance on external support, fostering ownership and accountability. As a result, these learnings are more likely to be maintained and adapted over time, ensuring long-term sustainability.
Indicate measurable impact and targeted beneficiaries	ENABLE's collaboration with AEP, which involved providing non-financial services such as financial education to project beneficiaries, has enabled the latter organisation to reopen its non-financial services department. AEP has also partnered with other founders and stakeholders on similar training support. The ongoing capacity-building support provided by the ILO, including through the ENABLE project, has enabled the Safadi Foundation to transition from a traditional labour supply approach to a

	competency-based training model aligned with employers needs and labour market demands. By adopting this approach, the Foundation enhances the employability of its beneficiaries and ensures that training outcomes are more relevant and sustainable.
Potential for replication and by whom	Several other ILO projects are being implementing with national partners and there is potential for replication.
Upward links to higher ILO Goals (DWCPs, Country Programme Outcomes or ILO's Strategic Programme Framework)	With regards to ILO's Strategic Programme framework, this good practice might fall under the ILO-Wide Strategy for institutional Capacity Development Results Area 2: Expanded partnerships and innovation which includes raising awareness of topics relevant to the ILO's mandate, non-traditional counterparts', such as civil society organizations linking up with them on shared priorities, and leveraging complementary strengths. This good practice also supports the ILO Development Cooperation Strategy (2020–25) Pillar 2 Outcome: <i>Decent work promoted through closer convergence of policy action, underpinned by adequate capacities and financing</i>, particularly with the Action 4: Increase collaboration with the private sector and other non-State actors (such as non-governmental organizations or universities) to leverage respective capabilities, knowledge and expertise in pursuit of the ILO's decent work objectives.
Other documents or relevant comments	

Annex 8. Interview protocols, GDs guidance and survey

INTERVIEWS GUIDANCES

Standardized introduction for interviews

My name is XXXX. I am an independent evaluation consultant working on the mid-term evaluation of the EU-funded ILO ENABLE (Empowering Networks and Activation for Building Long-term Employment) Programme. I have contacted you following the contact details provided by [...]. I would like to converse with you, as XXX, to gather.

(alternative for ILO ENABLE staff, constituencies and stakeholders) your views and opinions on the design and implementation of the programme and its results.

(alternative for experts, other development partners) your views and opinions on the design and implementation of the programme and its results and, more generally, on how active labour market policies (on training programmes; short term employment under the construction sector ; support to self-employment and enterprise) can contribute to social protection and increase livelihoods opportunities for vulnerable population living in Lebanon in the current context.

Thank you again for your participation. I expect this interview to take around X minutes.

Do you mind if I record the interview? So, if I do not need to take notes, I will have more opportunities to concentrate on your responses. There will be no direct quotes in any of the reports unless you specifically request me to do so. All the information gathered through interviews is kept confidential and used only for the sole purpose of the exercise.

Do you have any question prior to the interview?

ILO ROAS DECENT WORK TEAM AND PROGRAMME STAFF GUIDING QUESTIONS

Timeframe for discussion: 60 minutes maximum

INTRODUCTION

Can you briefly describe your role within your organization/ agency and your relationship with ENABLE?

RELEVANCE

1. ENABLE was identified and formulated in 2022. Are the objectives and strategies of ENABLE still in line with current national priorities on livelihoods, employment, activation and social protection? Please explain. (Prompt. *strengthen SDC's capacity to fulfil its role in support of active labour market policies; its training programmes on financial literacy; entrepreneurial activities and enterprise support; short term employment programme*)? What are the main challenges in each of these areas?
2. To the best of your knowledge, how has ENABLE adapted over time, particularly during and after the conflict?
3. To what extent are employers' organisations, private sector companies, trade unions and relevant ministries (MOSA, DG TVET, MoL) involved in the implementation of ENABLE?
4. How would ENABLE contribute to supporting active labour market policies for vulnerable groups and refugees (i.e. pilot demonstration projects; filling specific gaps; promoting innovative measures)? In particular for underserved groups such as women and PwD?

5. What do you see as the added value of the ENABLE project - its design - compared to other interventions in the same sectors or areas?

COHERENCE

6. To what extent and how is ENABLE linked to other ILO / EU funded interventions at national level? Which ones? Could you please elaborate on the (non-)complementarity between ENABLE and the XXX project(s)? (Prompt: *addressing the same issues from different angles, internal division of labour, sharing of human/technical resources*)
7. What would be the added value of complementarities/partnerships? (Prompts: leverage more funding; efficiency; increased impact)
8. Do you think there is scope for a more coherent approach? Do you see any misalignment / overlap? If so, why?

EFFECTIVENESS

9. Which ENABLE initiatives (Prompt: *on training programmes; short term employment; inter-ministerial policy dialogue; support for self-employment and/or micro-entrepreneurship*) do you think are being successful and how this can be verified? Can you give me an example of where you think the programme is working really well?
10. What were/are the main challenges in implementing the activities? Which areas/components/strategies could be strengthened? Why?
11. What do you think is innovative about ENABLE (Prompt: *linking technical skills development, financial education, coaching - to short-term employment opportunities*)?
12. In terms of barriers for specific groups, what do you think are the main barriers to women's access to training and employment? How is the project trying to overcome the barriers for women? And for PwD? What else could be done

EFFICIENCY

13. How well do you think the ENABLE project uses the resources at its disposal (including financial, human, physical, intellectual, organizational, political capital and partnerships) to achieve its results? Why?
14. How effective is communication with the project team, the Regional Office and the relevant technical departments of the ILO ROAs? Do you find it clear, timely and useful? Why?
15. Are there examples of cost-saving measures being successfully implemented without compromising the quality of results? (e.g. cost sharing)?
16. How effective are coordination efforts with other key stakeholders, including other development partners and national stakeholders? Do you find them clear, timely and useful?

ORIENTATION TO IMPACT

17. What else should be done for the project to contribute to a lasting change in social norms towards gender equality? Have the necessary resources (expertise, funding, time) been considered in the implementation of ENABLE to advance gender equality? If not, why not?
18. Can you describe what could be the long-term impact/most significant change of the intervention (in your area of concern)?

19. What do you see are the main trends, development priorities and challenges ENABLE should address in its future programming? Are there any innovations/good practices that could be scaled up?

SUSTAINABILITY

20. What is needed to sustain these results over time? What would you recommend ENABLE do to ensure that some of these outcomes are sustainable beyond the lifetime of the project?

SUGGESTIONS

- Are there any other constituencies/entities that you recommend that would be helpful in informing this evaluation? Any experts whether from ILO or outside?

IMPLEMENTING PARTNERS

Timeframe for discussion: 45 minutes maximum

INTRODUCTION

Can you briefly describe your agency's/organization's work as a partner of ENABLE and your role within?

EFFECTIVENESS

1. Can you give an overview of the scope of your involvement (e.g. the training provided; the short-term employment projects carried out)?
2. From your point of view, how effective was the intervention/project/training? What were the main achievements? Can you think of any specific results in terms of improving women's access to training and employment? And for people with disabilities?
3. Were there any unexpected results of your activities? Please explain
4. What helped or hindered the intervention to achieve the expected results? What were/are the main challenges in implementing the activities?
5. Given the current Lebanese context, did you have to make any adjustments to the emerging situations that affected the intervention? Please explain
6. Can you explain how the beneficiaries of the project/training/intervention were identified? Were there any problems? Who did you work with? Did you face any problems? Please explain.
7. In your opinion, who are the main disadvantaged groups benefiting from the intervention?
8. How/to what extent does the project/intervention/training benefit men and women? Please explain.
9. So, what are the main barriers vulnerable individuals, including vulnerable women face in access/using the training/employment opportunities/benefits? What measures, if any, have been taken to support women? And what about PwD? (prompt: specific gender analysis; positive measures to increase the number of women (i.e nurseries) /PwD; adaptation of programme activities)

RELEVANCE

10. To what extent were ILO's stakeholders involved in the design of activities and implementation of the programme?

11. How has the intervention engaged with final beneficiaries during the inception and/or implementation phase of the specific intervention? Are there any feedback mechanisms in place to gather beneficiaries' views on the intervention? Which ones?

COHERENCE

12. Have you coordinated with other ENABLE or ILO partners for implementing the intervention? With whom? How/on what? What were the results of this coordination?

SUSTAINABILITY

1. As the intervention/training/project is about to end or has ended, what are the critical factors for the sustainability of its results? What is the likelihood that the benefits will be sustained for a reasonable period of time?
2. To what extent do these activities have the potential to be institutionally supported or even replicated by public partners?
3. Are there any plans to support the sustainability of gender-related outcomes (if any)? Which ones?

EFFICIENCY

4. How often did you communicate / coordinate with the ENABLE team? What kind of feedback did you receive from the ENABLE team regarding the design and implementation of the intervention? How would you rate the communication with the ENABLE team?
5. Can you explain your monitoring and reporting system in relation to the project/activity? What activities/tools are you using? What kind of feedback have you received from ENABLE? Do you have any suggestions for improvement?
6. How do you measure the cost-effectiveness of the training/intervention? (prompt: cost per trainee/worker; cost per KM built)? To what extent was the intervention cost effective? Could the results have been achieved at a lower cost or by using alternative approaches/delivery mechanisms?

LESSONS LEARNT / GOOD PRACTICES

7. Based on your experience implementing this intervention/specific component of ENABLE (e.g. *on skills building, short term employment*), which approach or strategy do you think is the most effective?
8. Are there any specific examples or success stories you can share that demonstrate these long-term positive impacts?

GOVERNMENT STAKEHOLDERS AND LOCAL ACTORS (MUNICIPALITIES)

Timeframe for discussion: 45 minutes maximum

RELEVANCE

1. To what extent is the ILO ENABLE programme aligned with the needs/priorities of your ministry/department/municipality? Can you please elaborate on which objectives it specifically supports?
2. To the best of your knowledge, was there a consultation process with your ministry/department/municipality during the design of the whole programme or specific activities to agree on priorities and areas of intervention?

3. How appropriate are ENABLE's objectives and strategies to current national priorities on livelihoods, employment activation and social protection? Is there anything that should be changed? (prompt: in terms of reaching specific groups such as women, PWD; geographical areas of intervention)

COHERENCE

4. To the best of your knowledge, do you consider ENABLE's interventions to be complementary to other interventions supported by the ILO or other development partners in this sector/area/location? If so, why?

EFFECTIVENESS

5. What have been the main outcomes/benefits of your partnership with/support from the ILO? (prompt: *provision of technical capacity; funding; leveraging of other support; putting organizations' priorities into practice; innovations in active employment policies; skills development*) Please give us some examples.
6. What were/are the main challenges in implementing the activities?
7. What factors have/had the greatest impact (positive and/or negative) on the effectiveness of ENABLE's work?

EFFICIENCY

8. How effective is communication with the project team? Do you find it clear, timely and useful? Why?
9. Has the ILO strategically allocated the necessary expertise to the ENABLE programme to contribute to the objectives of MOSA/MOL/DGT/VET/municipalities? If so, how? If not, why not?

SUSTAINABILITY

10. Please identify any areas where capacity gaps remain and where further support is needed.
11. What are the options for institutionalising any of the initiatives implemented by the project?
12. Do you have any additional recommendations or comments you would like to share with us?

SYIB Trainers

Introduction and purpose of the discussion: To gather their feedback on the training received last year to become and SYIB trainer and on the trainees, they provided under the ENABLE programme

TOT ON SYIB (training received)

1. How did you first hear about this training activity?
2. What were the main reasons you decided to participate in the training/activity?
3. To what extent did you think these skills are demanded by the market?
4. How adequate was the duration of each module of the training?
5. How were you assessed at the end of the training?
6. What kind of post-training support did you receive after finishing the TOT?
7. Have you had the opportunity to provide feedback to ILO or the training provider after the sessions? If so, how was your feedback received and acted upon?
8. Aside from the trainings provided with AEP, have you been providing other SYIB trainings? If yes, with who and for how long? If not, can you explain?
9. Do you plan to attend the Master training on SYB? Why?

Trainings provided on SYIB.

RELEVANCE

1. From your point of view, to what extent is the training covering specific needs of the targeted population?

EFFECTIVENESS

2. Can you give an overview of the scope of your involvement? (Prompt. How many trainings did you provide?)
3. Given the current Lebanese context, did you have to make any adjustments to the trainings content? Please explain
4. What helped or hindered to achieve the expected results? What were/are the main challenges in implementing the trainings
5. From your point of view, how effective was the training? What were the main achievements?
6. Were there any unexpected results during the trainings? Please explain
7. A majority of training beneficiaries were women. Do you have an idea of the reason of this? Please explain.
8. Do you consider that women have additional barriers to start a business? Please explain. Do you consider these specific barriers were covered during the trainings? Please explain how.

EFFICIENCY

9. Can you explain your monitoring and reporting system in relation to the training? What activities/tools did you use?
10. Could the results have been achieved at a lower cost or by using alternative approaches/delivery mechanisms?
11. How do you assess the coordination with AEP? And with ILO/ENABLE? What were the results of this coordination?
12. How often did you communicate / coordinate with the ENABLE team? How would you rate the communication with the ENABLE team
13. What kind of feedback did you receive from the ENABLE team regarding the design and implementation of the intervention?

SUSTAINABILITY

14. As the training has ended, what are the critical factors for the sustainability of its results? (Prompt: *more training, provide financing, coaching during business development*)?
15. To what extent do these activities have the potential to be institutionally supported or even replicated by public partners like SDCs ?
16. Are there any plans to support the sustainability of gender-related outcomes (if any)? Which ones?

LESSONS LEARNT / GOOD PRACTICES

17. Based on your experience implementing this training which approach or strategy do you think is the most effective? Do you have any suggestion for future trainings?
18. Are there any specific examples or success stories you can share that demonstrate these long-term positive impacts?

GROUP DISCUSSIONS GUIDANCES

Standardized introduction

Thank you for taking the time to join us for a discussion today. My name is XXXX and I am an independent evaluator conducting an evaluation of the 'Improving living conditions and resilience of refugees displaced by the Syrian crisis and vulnerable hosting communities in Lebanon (ENABLE). I am independent from all the organizations that are participating in this project

We are conducting a series of discussions to gather your feedback on the training received last year with SAFADI Foundation /AEP and the usefulness of the training. The information resulting from this exercise will help inform other related interventions that are being implemented in your communities. There are not right or wrong answers. Your answers will be kept confidential, and if you do not feel comfortable answering any question, you do not need to answer.

We will not be writing your names down or use them in any way after this discussion. We will treat everything that you say today with respect, and we will only share the answers you give as general answers combined with those from all the people who speak to us.

This is my colleague XXXX. She is interpreting as I do not speak Arabic.

I would also like to ask you if I can record the discussion to make sure that we do not miss what you have to say. Is this acceptable to you? Yes or No (If a participant replies with “no”, he/she should leave the discussion at this point..)

While we hope that the whole group can stay for the entire discussion, participants can also choose not to respond or leave at any time if they are not comfortable with the questions asked.

Do you have any questions before we begin?

GUIDANCE SIYB TRAINEES GD

Introduction

Participant introductions: Name,
Could you please share which specific training you participated in? (*Probe for details: type of training, duration, frequency, etc.*)

Relevance

1. Perception of Needs
 - How did you first hear about this training activity?
 - What were the main reasons you decided to participate in the training/activity?
 - To what extent did the project or training content address your needs and concerns related to employment and livelihoods?
2. Contextual Fit
 - Do you remember what type of skills training did you receive? (*Prompt: to assess your entrepreneurial abilities and how to strengthen them; what is a*

business plan; a marketing plan , financial education including financial planning; other)

- To what extent do you think these skills are demanded by the market?
- Were there any topics that were particularly relevant or irrelevant to your situation?
- How well did the training topics align with the challenges you face in your daily life or work?
-
- SYIB +Financial Education learning experience
- How adequate was the duration of each module of the training? Were the number of hours focused on the SYIB enough? And on the financial Education Why?
- What about the duration of those modules focused on soft skills?
- Did you experience any issue or problem when attending the training? Do you remember of any other trainees who did?
- Do you consider women experience additional barriers when trying to set their own business? Please explain.
- And what about people with disabilities

Effectiveness

1. Learning Outcomes
 - What were the main differences between this training and others you might have followed?
 - How well do you feel you understood the concepts presented in the training?
2. Post-training support
 - How were you assessed at the end of the training?
 - Do you know from any colleague that could have social needs during the training and could not end it? (Prompt: family problems, illness)
 - Have you had the opportunity to provide feedback to ILO or the training provider after the sessions? If, so how was your feedback received and acted upon?
3. Application
 - So, you finished almost one year ago, What has changed since then in terms of your employment situation?
 - Have you been able to apply what you learned in your daily life or work? If so, how?
 - Can you share specific examples where the training helped you address a challenge or improve a situation?
 - What were the key lessons or skills you gained from the training?
 - Did you receive any follow-up or support after the training? If so, can you explain how and how useful it was??

Use and Sustainability

1. Utilization
 - How often do you refer back to the information or skills you learned during the training?
 - Are there any barriers that have prevented you from using what you learned?
2. What kind of support or resources would help you continue to use what you learned?

3. To what extent do you feel that your performance as entrepreneur has improved as a result of the training you have received? Do you think these changes will last over time? Why or why not?

Closing

- Ask if there's anything else participants would like to add.
- Thank participants for their contributions

GUIDANCE FOR WORK BASED LEARNING TRAINEES GD

Relevance

Perception of Needs

- How did you first hear about this training activity?
- What were the main reasons you decided to participate in the training/activity?
- To what extent did the project or training content address your needs and concerns related to employment and livelihoods?

Contextual Fit

- Do you remember what type of skills training did you receive? (Prompt: *technical skills, soft skills such as communication, team work, time management, problem solving*)
- To what extent do you think these skills are demanded by the market?
- Were there any topics that were particularly relevant or irrelevant to your situation?
- How well did the training topics align with the challenges you face in your daily life or work?

Work-based learning experience

- How adequate was the duration of each module of the training? Were the number of hours focused on technical skills enough? Why? What about the duration of those modules focused on soft skills?
- Did you experience any issue or problem when attending the work-based learning? Do you remember of any other trainees who did?

Effectiveness

Learning Outcomes

- What were the main differences between this training and others you might have followed?
- How well do you feel you understood the concepts presented in the training?
- How was the support provided during the practical part of the training? Who did provide it? Do you consider it was enough /appropriate?

Post-training support

- How were you assessed at the end of the training?
- What kind of post-training support did you received after finishing the work-base learning experience? (Prompt: *discussion of individual pathway; job opportunities; discussion on how to integrate into the labour market*)
- Do you know from any colleague that could have social needs during the training? (Prompt: *family problems, illness*)
- Do you remember any topic about what does it mean to have a decent work? What does it mean a job to be inclusive for people with disabilities? And what does it mean that women and men equal opportunities? Please explain what is your personal experience on this.

Job placement

- Did you enjoy a job placement after finishing the training? If yes, explain. If not why?

Application

- So, you graduated almost one year ago, What has changed since then in terms of your employment situation?
- Have you been able to apply what you learned in your daily life or work? If so, how?
- Can you share specific examples where the training helped you address a challenge or improve a situation?
- What were the key lessons or skills you gained from the training?

Use and Sustainability

Utilization

- How often do you refer back to the information or skills you learned during the training?
- Are there any barriers that have prevented you from using what you learned?

Sustainability of Results

- To what extent do you feel that your performance has improved as a result of the training you have received? Do you think these changes will last over time? Why or why not?

Support and Resources

- What kind of support or resources would help you continue to use what you learned?
- What changes would you suggest improving the training if it were to be offered to a larger group?

Closing

- Ask if there's anything else participants would like to add.
- Thank participants for their contributions.

GUIDANCE FOR SDC STAFF GD

- Welcome and thank participants for their time.
- Introduction and purpose of the discussion: To gather their feedback on their involvement in the project ; on the training received last year; on the support provided by ILO in coordination with OXFAM and on their expectations about the role of SDCs in the future.

INTRODUCTION

Presentation (name, academic background, and for how long have you been working at the SDC

Can you briefly describe your current role within the SDC ?

What type of employment services does offer your SDCs?

RELEVANCE

1. Can you summarise your involvement in this programme? (Prompt: in what type of activities you have participated)
2. What were the main reasons you decided to participate in these activities?
3. To what extent is the ILO ENABLE programme aligned with the needs/priorities of the SDC? Can you please elaborate on which objectives it specifically supports

4. To the best of your knowledge, was there a consultation process with the SDC during the design of the whole programme or specific activities to agree on priorities and areas of intervention?
5. How appropriate are this project objectives to the role SDC has played or should play in their communities?

EFFECTIVENESS

I'm going to ask you a few questions about the activities you have been involved in to gather your assessment and possible suggestions

On the trainings received

6. In the framework of this program, you have received several trainings, can you point me those you have benefited more, and why?
7. What have been the main benefits of participating in the training providing by ILO ? (prompt: *putting organizations' priorities into practice; innovations in active employment policies; skills development*) Please give us some examples.
8. How do you assess the refresher training provided by OXFAM?

Manual on employability

9. Have you already used the manual on employability? If yes, can you explain when and how? If not, why?
10. How do you assess its clarity and its relevance with regards your expected role in job counselling? Is there anything that you consider is missing or could it be better explained?
11. What about other tools already provided by the program? Have you already use it? If yes, do you find them easy to use and help you with your functions. If you have not used them, why not?

Training transfer to the job

12. What kind of employment services does your SDC offer?
13. To what extent have you, after the training, reflected together with other colleagues on the areas in which the SDC could improve?
14. To what extent you consider that the trainings have led you to introduce changes in the way you work? Please, explain.
15. Can you put some examples on how you have been applying the learnings?
16. What are the reasons why you are not able to apply the learnings? (Prompt: *I don't have time; I don't feel confident enough to apply these learnings; I don't have enough support from the people I work with; The physical conditions of my SDC does not allow to put them in practice; It is not a priority in my SDC; The content of the training is not useful for my current job; I have not yet carried out tasks related to this training; The daily workload does not allow me to apply the trainings to my work at the SDC*)
17. What are the main difficulties you experience in applying what you have learnt? (profiling; job placement, etc)
18. Are you receiving any type of coaching support from OXFAM? If yes, could you please explain what does it consist of?
19. Do you consider is enough ? On which areas would you like to receive more support?

Networking with local partners

20. Is there a network or referral already functioning in your location? If yes, can you please explain the scope of the collaboration?
21. Do you think the support provided by the project has been useful? What else could be done from your side? And for the project side?
22. Are there any stakeholders with whom partnerships are more difficult (prompt: private sector, municipalities). Please, explain why,

COHERENCE

23. To the best of your knowledge, do you consider ENABLE's interventions to be complementary to other interventions supported by other development partners in this sector/area/location? If so, why?

EFFICIENCY

24. How effective is communication with the OXFAM project team? Do you find it clear, timely and useful? Why?
25. Do you think you are receiving enough support to contribute to the objectives of MOSA/MOL/DGTVET/municipalities? If so, how? If not, why not?

SUSTAINABILITY

26. Please identify any areas where capacity gaps remain and where further support is needed.
27. What are the options for institutionalising any of the initiatives implemented by the project?
28. Do you have any additional recommendations or comments you would like to share with us?
29. Do you have any suggestion on which area would you like to receive more support?

SURVEY QUESTIONNAIRE

Introduction

My name is [NAME] and I work for an independent evaluation consultant hired to assess the results of a training provided by SAFADI Foundation /COOPI. We understand that you have participated, at some point during the last year, in a training provided by this organization, with the support of the International Labour Organization, and we would like to ask you, with your permission, some questions about your experience. We are researchers and do not provide aid or jobs. The information you give us will not affect your eligibility for future training or job placements. All your answers will be kept confidential. You are free to stop the interview at any time. Do you have any questions? Are you ok for us to proceed?

Demographic questions

1. What is your gender? Male /Female
2. What is your age? 17 years or below; between 18 and 30; between 31 and 45; between 46 and 59; 60 years or above
3. What is your nationality?
 - Lebanese
 - Syrian
 - Palestinian
 - Other
- 3.1. If other, please indicate
4. Do you have any physical (seeing, hearing, walking) or mental (concentrating, communicating) health problem that seriously affect your daily life? Yes / No

4.1. If yes, would you please, specify:

5. What applies to your current situation? *Multiple answers possible*
 1. Regular job
 2. Self-employed
 3. Occasional job (just to earn money)
 4. Internship
 5. Housewife, househusband, family care
 6. Not employed but searching for a job
 7. Further training

A.- TYPE OF TRAINING

6. From the following list, can you remember the training(s) that were given to you in the last 12 months? (*Select all that apply*)
 - a. Skills for Construction (leveling and site preparation, concrete works, metal railing, electricity and plumbing, tiling)
 - b. Soft Skills Training (CV writing, finding a job, interviewing skills, stress management, time management)
 - c. Work-Based Learning
- 6.1. If Work Based Learning, please specify
Dairy production, non-alcoholic beverage production, agrifood (mouneh), pastries, sewing, machine operation, healthcare assistant, hospitality – kitchen assistant, solar system installation)
7. What were your main reasons for taking part in the course(s)? (*tick all that apply*)
 - a. I was interested in improving my technical skills
 - b. I was interested in improving my personal skills
 - c. I want to continue my studies
 - d. I wanted to start my own business/workshop
 - e. Hoping to find a job.
8. How did you hear about this learning/training opportunity? (*please choose only one answer*)
 - a. Through the SDC
 - b. Through the UNHCR Community centres
 - c. Through the municipality
 - d. Through the organization providing the training
 - e. Through another NGO
 - f. Through social media
 - g. Through friends, relatives.
 - h. Through the technical school from my area
9. Did you face any difficulties in attending the training?
 - a. Yes / No
- 9.1. If yes, which were the difficulties? (*select all that apply*)
 - a. Family responsibilities/commitments that limited my availability
 - b. Training location too far from my home
 - c. Training duration was too long
 - d. Topics were difficult to follow/understand
 - e. Training centre or training location (ex. Construction site) was inaccessible (for PWD)
 - b. Other
- 9.1.1. If other, please explain.

B. RELEVANCE AND SATISFACTION WITH THE TRAINING

10. Overall, how satisfied were you with the training? (Select from 1 to 5 being 1 = not satisfied at all; 2= dissatisfied; 3: neither satisfied nor dissatisfied; 4= satisfied; and 5 = very satisfied)

10.1. (If dissatisfied or not satisfied at all), can you explain why? (open question)

11. Now on a scale of one to five, being 1 strongly disagree and 5 strongly agree, how much you agree with the following statements I am about to read you, (Scale of answers ranges between 1= strongly disagree 2=disagree; 3=undecided; 4 = agree; 5 = strongly agree)

- a. My teachers/trainers were competent and committed to my learning.
- b. I felt comfortable with other trainees during the training.
- c. The total duration of the training was sufficient for a good understanding of the topics taught.
- d. The training I've received was not related to my professional needs.
- e. The training has increased my self-confidence and motivation.
- f. After the training I'm more aware of my rights and responsibilities at work.
- g. The training has given me a good range of skills that have equipped me well for future jobs.

C. TRAINING EFFECTIVENESS

12. Where you placed in a short-term employment opportunity or job after completing the training? Yes/No

12.1. If yes, and in terms of the job opportunity that followed, to what extent do you agree with the following statements? (Scale of answers ranges between 1= strongly disagree 2=disagree; 3=undecided; 4 = agree; 5 = strongly agree)

- a. I was satisfied with the working hours.
- b. I felt safe during the work activity/practical part of the training.
- c. There were special arrangements in the workplace to ensure the participation of women.
- d. There were special arrangements in the workplace to ensure the participation of people with disabilities.
- e. I was able to communicate any concern or issue
- f. I received adequate supervision during my work.

13. Thinking about the usefulness of the training and the work experience, to what extent do you agree with the following statements? (Scale of answers ranges between 1= strongly disagree 2=disagree; 3=undecided; 4 = agree; 5 = strongly agree)

- a. I have applied what I have learnt in other jobs that have followed.
- b. Thanks to the training I have thought about the things I can improve in the way I look for a job or a livelihood.
- c. I have found it difficult to apply what I have learnt during the training to my job search or job placement.
- d. The training made me look for ways to improve my professional practice.
- e. The training helped me to find a suitable job.

14. Finally, do you have any suggestions for improving the training in the future? (open question)