



Evaluation of Employment Intensive Infrastructure Programmes in Lebanon (Phase III & IV) & Jordan (Phase V)

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List of acronyms

3RP	-	Regional Refugee Resilience Plan
ACTED	-	Agence d'Aide à la Coopération Technique et au Développement (French technical cooperation and development NGO)
BMZ	-	Bundesministerium für wirtschaftliche (Federal Ministry of Economic Cooperation and Development, Germany)
CDR	-	Council for Development and Reconstruction
CFW	-	Cash for Work
CTA	-	Chief Technical Advisor
DAC	-	Development Assistance Committee
EIIP	-	Employment Intensive Investment Programme or Employment Intensive Infrastructure Programme ³
DEVINVEST	-	Development and Investment Branch (at ILO Headquarters)
ESS	-	Environmental and Social Safeguards
ESSRP	-	Emergency Services and Social Resilience Project
FIDIC	-	Fédération Internationale Des Ingénieurs-Conseils (an international standards organisation for the consulting engineering & construction)
GIZ	-	Gesellschaft für Internationale Zusammenarbeit (GIZ) (Corporation for International Cooperation, Germany)
GoJ	-	Government of Jordan
GoL	-	Government of Lebanon
ILO ROAS	-	ILO Regional Office for Arab States
JCPI	-	Job Creation through Public Investment
JEA	-	Jordan Engineers Association
JORISS	-	Jordan Response Information System for the Syria Crisis
JP-III	-	Jordan Programme (EIIP) - Phase III
JP-IV	-	Jordan Programme (EIIP) - Phase IV
JP-V	-	Jordan Programme (EIIP) – Phase V
KfW	-	Kreditanstalt für Wiederaufbau (German development bank)
LHSP	-	Lebanon Host Communities Support Programme
LBP	-	Lebanese Pound
LMTA	-	Lebanon Mountain Trail Association
LP-I+II	-	Lebanon Programme (EIIP) - Phase I & II
LP-III	-	Lebanon Programme (EIIP) - Phase III
LP-IV	-	Lebanon Programme (EIIP) – Phase III
LRBT	-	Local Resource Based Technology

³ The term “infrastructure” has been used in the titles of the programmes in Jordan and Lebanon. In Jordan the programme is known as “Employment through Labour Intensive Infrastructure in Jordan” and in Lebanon it is known as “Employment Intensive Infrastructure Programme in Lebanon”. The programmes in both the countries are commonly referred to as EIIP. The acronym EIIP referring to the ILO programme delivered through ILO's DEVINVEST branch stands for Employment Intensive Investment Programme. The term “infrastructure” has been used in this inception report in line with its use in the titles of the programmes in Jordan and Lebanon.

LRI	-	Lebanon Reforestation Initiative
MoA	-	Ministry of Agriculture
MoL	-	Ministry of Labour (Jordan and Lebanon)
MoLA	-	Ministry of Local Administration (Jordan)
MOPIC	-	Ministry of Planning and International Cooperation
MoPWT	-	Ministry of Publics Works and Transport
MoSA	-	Ministry of Social Affairs (Lebanon)
MPWH	-	Ministry of Public Works and Housing (Jordan)
MSSRP	-	Municipal Services and Social Resilience Project
OCHA	-	Office for the Coordination of Human Affairs
OECD	-	Organisation for Economic Cooperation and Development
OSH	-	Occupational Safety and Health
PBMC	-	Performance Based Management Contract
PEP	-	Public Employment Programme
PMC	-	Project Management Committee (Lebanon)
PwD	-	Person(s) with disability(ies)
RBM	-	Results Based Management
RMF	-	Rene Moawad Foundation
SDG	-	Sustainable Development Goal
SSO	-	Social Safeguards Officer (Lebanon)
TOR	-	Terms of reference
UNDP	-	United Nations Development Programme
UNICEF	-	United Nations Children's Fund
UNOPS	-	United Nations Office for Project Services
UNRWA	-	United Nations Relief and Works Agency for Palestine Refugees
WFP	-	World Food Programme

Executive Summary

Background, purpose and scope

The BMZ financed and KfW managed Employment Intensive Infrastructure Programmes (EIIPs) in Jordan and Lebanon are responses to the humanitarian crisis facing the large number of Syrians who have sought refuge in the two countries from conflict in their homeland, and the economic and social pressures and distress they have caused in the two host countries and communities which have received high numbers of displaced Syrians. The EIIPs in Jordan and Lebanon aim to combine the twin objectives of providing decent work for Syrian refugees and vulnerable host community members and the creation, improvement or maintenance of local productive or amenity infrastructure or environmental assets.

The EIIPs in the two countries are being implemented in phases. This is an independent cluster evaluation of Phases III and IV in Lebanon (LP-III and LP-IV) and Phase V in Jordan (JP-V). For LP-III which ended in May 2022 and JP-V with the end date of August 2022 the evaluation is Final. For LP-IV with the end date of December 2022, extended to June 2023, the evaluation is Mid-term. The advantages of the cluster evaluation are: (a) lessons from the comparison of phases and country programmes, and (b) the efficiency gains of a single evaluation over separate evaluations. For clarity and consistency on terminology, the two EIIPs are referred to as “programmes” which operate in “phases”. The works executed in the programmes and phases are referred to as projects.

The methodology adopted is qualitative comparative appraisal supported by quantitative measures and indicators. Multiple sources of evidence used in the evaluation include: (a) a desk review of more than 60 documents; (b) information on the operation and performance of the two EIIPs from programme records, and (c) engagement with over 100 persons through interviews and focus group discussions (FGDs). OECD/DAC evaluation criteria (relevance and strategic fit; coherence and validity of design; project progress and effectiveness; efficiency of resource use; effectiveness of management arrangements; impact orientation, and sustainability) form the basis of the evaluation. From the programme documents and the ILO EIIP approach, the following four broad common objectives (outcome level) were distilled:

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

The TOR for the evaluation list the following aspects to be included in the evaluation: (a) changes in context and review of assumptions (relevance); (b) results in the form of outcomes and outputs achieved (effectiveness); (c) use of resources in achievement of projected performance (efficiency); (d) assessment of impact, the extent to which the phases under review contribute to long-term intended impact, and (e) sustainability of the effects of the phases and the capacity developed by them.

Summary of findings by OECD/DAC criteria

Relevance and strategic fit

Lebanon and Jordan are nations with among the highest number of refugees per head of population. Both refugees and vulnerable members of the host populations face hardships in this context because of the distressed labour market conditions. There are also pressures on public services and need for improvement of the infrastructure. The EIIPs in the two countries have relevance in these circumstances since they combine the twin objectives of: (a) providing decent work for Syrian refugees and vulnerable host community members, and (b) the improvement or preservation of assets and provision of services.

The governments of Jordan and Lebanon prepared national crisis response plans and sought external assistance to support them. BMZ is one of the donors providing assistance to the two countries through KfW as a part of its global mission to support forcibly displaced people through cash for work (CFW). A complementary feature of ILO’s EIIP approach is for the employment generated to be decent which is in line with the UN Strategic Development Goal 8 which aligns well with BMZ / KfW principles. There was sound

logic in ILO partnering UNDP in the EIIP in Lebanon during LP-III since UNDP had been operating in Lebanon since 2013. The partnership was discontinued at the end of LP-III because expected synergies did not materialise. Nevertheless the collaboration was valuable in adapting the programme to address the COVID-19 and economic crises. ILO and UNDP have continued to work together during LP-IV on protecting the value of cash for work payments for beneficiaries during the economic crisis. In both countries there has been concern about the impact of the Syrian refugee influx on the markets for unskilled labour. The Government of Lebanon had a stronger preference for asset creation than for unskilled employment generation for the host communities up to the end of 2019. After the economic crisis took hold in 2020 the need for unskilled employment to support livelihoods became more important. The Government of Jordan (GoJ) preference for Jordanians taking an equal share of EIIP employment during the earlier phases of EIIP remained during JP-V.

Coherence and validity of design

Training of contractors and the staff of national partners and supervision, monitoring and support of project implementation are built into the design of all three phases. The features of design of JP-V (EIIP Jordan), LP-III and LP-IV (EIIP Lebanon) highlighting the main differences and adaptations in Lebanon are summarised below.

- In JP-V, bulk of the works were municipal, the remainder were highway maintenance. The municipal works included improvement of infrastructure and public buildings and compounds, building parks, routine maintenance, debris removal and grass cutting.
- In the initial design LP-III works were all municipal infrastructure investment. The phase was adapted to include road maintenance in partnership with the Ministry of Public Works and Transport (MoPWT) and further adapted in response to COVID-19 and the economic crisis to include forest management and support for farmers and SMEs to protect jobs.
- In JP-V, the municipal works were implemented by municipalities directly employing workers. In LP-III all works were to be implemented by contractors but the non-infrastructure works were implemented by NGO partners. The LP-IV model is similar to LP-III.
- Very high labour intensities are stipulated in Jordan (95 per cent for municipal works and 69 per cent for highway maintenance) and municipalities were required to meet the materials, tools and equipment costs. By contrast in LP-III and LP-IV the stipulated minimum labour intensity is 35 per cent but the programme meets the materials, tools and equipment costs.

Efficiency of resource use

Efficient and effective personnel, systems and processes have contributed to financial efficiency of both programmes evidenced by: (a) meeting or exceeding works targets; (b) meeting or exceeding the number of worker days targets, and (c) extending phases to complete projects with no additional costs for the donor. JP-V has operated in a more stable environment with an established model. JP-V activities have been light on asset creation in comparison with LP-III and LP-IV which have implemented more infrastructure investment projects. The differences in the stipulated labour intensities and the municipalities being required to contribute most of the non-labour costs are contributory factors for the differences in the types of works between JP-V and the phases in Lebanon.

Both programmes had to deal with COVID-19 disruptions and the impact of COVID-19 on livelihoods of the most vulnerable, but its effects compounded by the shocks of the Lebanese economic crisis and the Beirut Port explosion were more severe for LP-III and LP-IV. The EIIP wage rate in Lebanon fell from the equivalent of about USD 20.00 per day in 2019 to USD 4.00 per day by September 2020. The risk to the programme was the undermining of the livelihood support for project workers and inability of the programme to continue at a wage rate below the market rate. The dollarisation of the wage rate and setting it at USD 7.00 per day in mid-2021 and later addition of a transport allowance of USD 2.5 stabilised the situation.

A consequence of the fall in the EIIP Lebanon wage rate has been lower labour intensity (labour cost as a proportion of the total operational cost). The EIIP Lebanon response in LP-III has been to ask contractors benefiting from the lower USD value of the wage rate to take on more workers and more importantly to add more labour intensive forestry, agricultural works and SME support projects. These responses have resulted in LP-III far exceeding the employment generation and women's participation targets.

In Jordan there were cost sharing synergies and wider benefits in the collaboration within the CFW Working Group to address the work permit issue for displaced Syrians to set up the Project Support Unit (PSU) financed

by GIZ within the Ministry of Labour (MoL) to support the process of issuing work permits and developing SOPs and established guidelines for the process.

Project progress and effectiveness

This criterion is concerned with how and to what extent the achievement of outcomes contribute to the development objective. From the log frames and project documents the programme level development objective (impact) common to LP-III, LP-IV and JP-V is to strengthen resilience of host and displaced Syrian communities by improving livelihoods for members of both communities through job creation and improved infrastructure and services. A related aspect which the programmes attempt to address is to engender more harmonious relations and reduced tensions between the host and displaced communities.

Short-term job creation and improving employability outcomes are targeted at the participants and their households while outcomes on employment and livelihoods resulting from improved assets and sustainability of the employment intensive approach are expected to have wider longer lasting impacts. The evidence from studies undertaken by the programmes and consultations during this evaluation show that livelihoods of participants' households are improved while they are employed on EIIP projects. Inclusion of women and non-discrimination are also distinctive and positive features. Further, there is evidence of improvement in trust and relations between displaced and host community participants and the wider community. However, the livelihood improvements do not persist beyond project employment for most participants. Providing employment for short durations to supplement livelihoods is valid and valuable but for it to be resilience building it would need to be on a sufficient scale and regular.

On improving employability, the contribution of JP-V, LP-III and LP-IV are modest. Under JP-V 4 per cent of the participants received vocational training and the stated objective of placing a proportion of them in employment in the JP-V Project Document was deleted because of challenging labour market conditions. On LP-III and LP-IV there is evidence of on the job development of skills and training for women under the Hiya Tabni (She can build) initiative. Under LP-IV between 5 and 10 workers per project (on average between 1 and 2 per cent of workers on a project) are being provided construction sector related vocational training.

The longer term livelihood impacts for the wider community intended to be through benefits from assets improved by the two EIIP programmes depend on whether the assets created are orientated towards creating economic value, such as investment in rural roads, or towards employment generation with lower priority for the value of the output of the activity. Works which improve civic amenities or clearing refuse, such as municipal community works in Jordan, maintain or improve the community habitat. The improved community habitat outcome has value but the focus of the activities is more towards employment generation than the value of the output of the employment. By implication, the expected longer term livelihood impacts of such activities are low and difficult to assess. Strengthening institutional and technical capacities and policy influencing for extending the employment intensive approach beyond the EIIPs is considered under *Sustainability*.

Effectiveness of management arrangements

The structures of the programme teams are appropriate for their management and operations to meet the twin objectives of employment generation and infrastructure works. In both the teams the Chief Technical Advisor (CTA) is responsible for: (a) the overall planning and management of the programme; (b) strategy with respect to meeting programme level objectives, and (c) engagement with government ministries and other agencies and partners. Under the CTA in Lebanon a senior engineer and two labour-based engineers are responsible for assessing the suitability of projects for LRBT treatment, design of projects, the technical aspects of the process of preparing bids for contractors and assessing them and supervision and monitoring of works.

The communications and monitoring officers on both programmes are responsible for the employment database, reporting and monitoring the employment targets. In Jordan the officer was also responsible for community development including improving participation of women and persons with disabilities (PwDs). In Lebanon the decent work and gender advisor has played a key role in increasing female participation in collaboration with UNDP and other partners. During the economic crisis the decent work and gender Advisor's role has included participation in the CFW Working Group and in the Strategic Taskforce for Cash Assistance to seek remedies for the decline in the purchasing power of the EIIP wage rate.

Two other differences between JP-V on the one hand and LP-III and LP-IV on the other are: (a) the approach to social and environmental safeguards, and (b) adaptation of management arrangements in LP-III and LP-IV to encompass collaboration with UNDP and NGOs to respond to COVID-19, the Beirut Port explosion and the economic crisis. The Social Safeguards Officers (SSOs) in Lebanon combine environmental and social safeguards (ESS) compliance with site supervision. In the different model in JP-V in Jordan, the environmental and social safeguards officer is supported by 3 safeguards inspectors, an EIIP helpline and a helpline assistant.

Impact orientation

Impact Orientation is concerned with the likely contribution of the phases to the overall impact of the intervention. The short-term impact on household livelihoods from employment is positive. Further, there are potential indirect employment and income generation impacts through backward linkages in sectors which provide tools, equipment, materials and services, induced employment and income (resulting from the increased spending by workers engaged in projects) and generated employment and production for some types of assets such as roads and markets. There is insufficient evidence to quantify the induced and generated impacts though a study of projects in the previous phase in Lebanon estimated induced employment to be 18 per cent of project employment.

Host communities in Jordan and Lebanon have concerns about displaced Syrians taking jobs from host community members in challenging labour markets. However, such concerns are not effects of the EIIP interventions but a consequence of the challenging labour market conditions worsened by the presence of displacement Syrian. The majority view from the surveys of workers in the two countries and from other stakeholders was that the programme has decreased tensions between members of the host and displaced communities participating in the programme with wider positive effects. Areas which have remained challenges for both programmes are: (a) transition from EIIP participation to longer term improved livelihoods, and (b) impact of policy influencing and capacity development on sustaining the employment intensive approach. An obstacle to influencing national policies on both these aspects is the understandable hesitancy on the part of the governments to “buying into” the employment intensive approach because of the externally imposed situation. This aspect is considered under *Sustainability*.

Sustainability

The aspects of *Sustainability* evaluated are the likelihood of the results achieved (improved assets or services and employment generation) being sustainable, the measures to ensure sustainability and potential exit strategies. The sustainability of results on the assets created or continuation of services depend on institutional arrangements and incentives to operationalise the maintenance arrangements, technical and management capacity and sufficient financial provision. In Lebanon there is a project handover which includes an undertaking by the municipality to maintain the asset. While this is a sound model, the economic crisis makes it difficult for municipalities to fulfil such commitments. The road maintenance projects in collaboration with MoPWT in LP-III and LP-IV offer a sound model for sustaining road maintenance but sustainability depends on finances which will remain a challenge in the economic situation in Lebanon.

Most of the municipal community infrastructure works under JP-V in Jordan fall under the normal responsibilities of municipalities to develop, upgrade and maintain local amenities. Whether the municipalities will be able to maintain the levels of activities will depend on the resources allocated to the municipalities and their effective use. Jordan EIIP has partnered with MPWH and public works directorates over a number phases and MPWH has adopted performance based management contracts in some of their road maintenance. Sustainability and potential expansion would depend on the availability of finance.

In relation to the programmes’ employment generation results, there are two *Sustainability* dimensions: (a) the transition of project participants to sustainably improved livelihoods, and (b) continuation of the EIIP approach to continue providing short-term livelihood support beyond the EIIPs. On (a), transition to sustainably improved livelihoods the contributions of the phases have been relatively modest because of the distressed labour markets. On (b) there is likely to be continuing acute need for interventions to support the livelihoods of displaced Syrians and members of the host communities in localities where there is a high concentration of displaced Syrians. The situation has been made more acute in Lebanon after the onset of the economic crisis.

In this context an exit strategy in the conventional sense of national governments and institutions being committed to and implementing the EIIP model is unrealistic. External contributions, at the very least for

supporting displaced Syrians, would be required for some time. A move towards an externally supported public employment programme model could be the start of developing an exit strategy. The features of such public employment programmes could be: (a) offer of a set number of days of employment for the target households every year; (b) an inventory of works and activities which could be municipal, national ministry level or generated by NGO. The rationale for a set number of days every year is the provision of a set level of income from decent employment every year to provide a level of social protection for households with precarious livelihoods.

The design of the programmes incorporated sustainability of impact considerations into project design by including capacity development through training. In Lebanon for municipal infrastructure investment projects there is a formal handover and the adapted project design for LP-III and LP-IV includes road maintenance components. In Jordan for municipal projects, performance of municipalities in past EIP projects was a consideration when selecting municipalities for JP-V. However, financial resources for accommodating maintenance remains a constraint in both countries, more severe in Lebanon, which the programmes cannot address.

On the improved livelihoods of participants dimension of sustainability, the issues are the short-lived livelihood improvement from EIP participation and the limited training on the job and vocational training post-participation incorporated in the programmes. The employment programme model referred to in relation to the exit strategy referred to above suggests a model which could address both these aspects.

Conclusions

The broad context for the evaluation includes: (a) the features required in sound EIPs, and (b) how well the management and performance of the two programmes match these features. The main dimensions of the specific context are: (a) the need to adapt the approach to the difficult context of a crisis imposed on the two countries, and (b) the additional shocks of COVID-19 in both the countries and of the economic crisis in Lebanon. Within these contexts, the programmes have performed well on the two core EIP objectives of: (a) short-term decent employment creation, and (b) infrastructure investment and maintenance in Lebanon and municipal community infrastructure and services improvement in Jordan.

In Lebanon the programme responded effectively to the multiple crises by widening its scope of activities and working with NGOs. These innovations were enabled by the flexibility of the donor in Lebanon and have potential in both countries. In Jordan there was no need for major adaptation but persistence, developing innovative solutions and supporting the government were needed to support development of policies and regulations to improve displaced Syrians' access to the programme and the wider labour market. Three positive areas of note are: (a) the successful initiatives in both countries to secure and increase the participation of women; (b) access to employment provided for PwDs in Jordan and on LP-IV in Lebanon to date, and (c) introducing decent employment practices in sectors in which traditionally there are deficits in this respect.

EIP projects are intended to be of economic, social or environmental value to ensure that the added value of the projects justifies the use of the employment intensive approach as opposed to nominal work requirements for cash transfer. The quality and level of supervision to ensure good quality asset creation and compliance with decent work conditions is a feature which differentiates EIPs from other CFWs. The labour intensity requirements are different between the two countries and have contributed to differences between them in the type of works. The key stakeholders need to review the reasons for the difference in the labour intensity requirements between the Jordan and Lebanon EIPs and align the labour intensity requirements if there is no rationale for the differentiation.

Achieving sustainability of the employment intensive approach built on strengthened institutional and technical capacities and policy influencing is a particularly challenging objective in Jordan and Lebanon because of the externally imposed crisis situation, and more severe in Lebanon because of the higher proportion of displaced Syrians and the economic crisis. In the short-term the approach of continuing engaging with national and local government and external agencies to promote expansion and policy change is a sound one in both countries. The ILO working through EIP is now well positioned to play a role in developing a longer term strategic approach in partnership with the governments and other stakeholders. There are recommendations related to this point.

Recommendations

Since this is the final evaluation for JP-V and LP-III and LP-IV is scheduled to end in June 2023, most of the recommendations are for future phases, three at the strategic level and three at the operational. A number of recommendations apply to both programmes requiring some collaboration and benefits from mutual learning.

Recommendation 1 (Jordan and Lebanon, high level strategic): The evidence shows that the two EIIPs provide episodes of short-term livelihood support following which a high proportion of participants revert to more precarious casual employment based survival. It is likely that other CFW initiatives provide similar short-term support. **It is recommended that ILO ROAS and the two EIIP programmes take the initiative in collaboration with the donor to engage with other international agencies in the sector and the respective governments for each country to examine the current situation with a view to developing a more coherent public employment programme based approach to social protection for displaced Syrians and poor and vulnerable members of the host communities.**

Recommendation 2 (Jordan and Lebanon, strategic): Review the rationale for the difference between the two programme on the target labour intensities. On EIIP Jordan the labour intensities required are much higher than on EIIP Lebanon. The differences lead to differences in the types of projects the programmes have been led into implementing. The review would enable clarification of the rationale for the difference or development of a more uniform approach for the two programmes.

Recommendation 3 (EIIP Jordan and Lebanon, strategic): Review the scope of works and partners for future phases potentially for widening the scope of works, sectors and partners in future phases and continuation of the employment intensive approach beyond the programmes. This recommendation complements recommendations 1 and 2.

Recommendation 4 (Jordan, operational): Prepare project completion reports similar to those for EIIP Lebanon including project activity data and commentary for improved monitoring and management information. The term “project” here refers to the sub-projects executed by the programme. Since municipal projects of the type undertaken under JP-V have numerous sub-projects, the reports would need to be adapted but should include standard project information (also see recommendation 5).

Recommendation 5 (Jordan and Lebanon, operational): Project completion reports produced by EIIP Lebanon are excellent records of project data and commentary on lessons and good practice complemented by a record of project handover and rating of contractor performance. Project data includes planned and actual costs and employment generation. The Lebanon reports do not include information on labour intensity. **This data is important for managing, monitoring reporting and should be included. For projects in Jordan, the calculation of labour intensity should include costs incurred by municipalities where they are required to contribute material and meet other costs.**

Recommendation 6 (Lebanon, operational): A review of the process of recruitment of participants in Lebanon is recommended with a view to refining it further. EIIP Lebanon has developed a comprehensive mechanism for publicising employment opportunities and recruitment. It involves SSOs widely advertising project employment opportunities and supervising recruitment. Some anecdotal evidence from contractor interviews and worker survey evidence indicate that contractors prefer to retain some workers as supervisors or for their acquired skills. The review would gauge the extent of such practice and the extent to which it should be permissible and even support skill development. **Contractors could be asked to submit a recruitment plan before project implementation and the SSOs could play a role during the process.**

1. Background and Project Description

The BMZ financed and KfW managed projects and phases of employment intensive works in Lebanon and Jordan in the last five and half years are a response to the humanitarian crisis facing the large number of Syrians who have sought refuge in the two countries from years of conflict in their homeland. The aim of the projects to be evaluated has been to create jobs for Syrian refugees and vulnerable host community members in Lebanon and Jordan through Local Resource Based Technology (LRBT) and Decent Work strategies applied in creating, rehabilitating and preserving locally prioritised productive infrastructure, local amenity and environmental works. For clarity and consistency on terminology, the two EIIPs will be referred to as programmes which operate in phases starting at different times. The works executed by the programmes and phases will be referred to as “works” or “projects”. The word programme is used for phase in this report in places.

Table 1: Basic information on Lebanon and Jordan EIIP Phases being evaluated

Project	Employment Intensive Infrastructure Programme in Lebanon: Phase III (LP-III)	Employment Intensive Infrastructure Programme in Lebanon: Phase IV (LP-IV)	Employment Intensive Infrastructure Programme in Jordan: Phase V (JP-V)
Duration and dates	42 months (December 2018 – May 2022) ⁽¹⁾	30 months (January 2020 – June 2023) ⁽²⁾	33 months (November 2019 – August 2022) ⁽³⁾
Budget	EUR 14 million.	EUR 17 million.	EUR 7 million.
Outcomes	<p>(i) Decent employment generated for Lebanese host communities and Syrians refugees through sustainable infrastructure development and environmental works and maintenance of public assets.</p> <p>(ii) Enhanced capacity for decent job creation and asset management through institutional development and training.</p>	<p>(i) Decent employment and income generated for Lebanese host communities and Syrian refugees through sustainable infrastructure and green works, and specific COVID-19 related measures.</p> <p>(ii) Enhanced capacity for job creation and asset mgt. through inst. dev. contractor training and on the job training of workers for enhanced employability</p>	<p>(i) To generate employment opportunities and to improve access to the labour market for Syrian refugees and Jordanians.</p> <p>(ii) To improve infrastructure through the use of labour-intensive methods for men and women.</p>
Evaluation	Final	Mid-term	Final

Notes:

- (1) EIIP Phase III in Lebanon was initially planned to be completed in June 2020, initially extended to December 2020 and eventually completed in May 2022 with no cost extensions.
- (2) EIIP Phase IV in Lebanon was initially planned to be completed in December 2022 and has been extended to June 2023.
- (3) The start date in the JP-V ProDoc was December 2020. Formally start of operations was postponed to early 2021. Initial postponement was to avoid overload of too many phases in operation at the same time. Further delays and extensions were because of COVID-19. The last extension in January 2022 to extend the phase to the end of July 2022 was a with cost extension with the donor adding Euro 900,000 (equivalent to USD 1,021,566) to the JP-V budget.

Table 1 shows the dates of operation of the three phases of the two EIIP country projects to be included in this cluster evaluation, their budgets, their intended outcomes specified in the Project Documents of the Phases and whether the evaluation is Final or Mid-term. Two Phases (LP- III and LP- IV) in Lebanon and one Phase (JP-V) in Jordan are included in the cluster evaluation. For LP-III and JP-V, this is the final evaluation,

for LP-IV it is a mid-term evaluation. Funding for Phase III in Lebanon was approved in December 2018. The financing agreement document shows 18th December 2018 as the start date and 17th June 2020 as the end date. With approved no-cost extensions, the project ended in May 2022. The impact of COVID-19 and other circumstances specific to Lebanon are responsible for the delays beyond December 2020. Jordan EIIP Phase V (JP-V) formally initiated in November 2019 was intended to overlap with Phases III and IV and be of relatively short duration to end in December 2020. Shortly after the signing of the JP-V agreement, it was put on hold with the donor's assent to ease the potential overload on the team of completing Phase II, implementing Phases III and IV and initiating Phase V. The COVID-19 lockdown caused a further delay leading to Phase V operations starting in early 2021. With extensions it ended in August 2022.⁴ Since the cluster evaluation approach and the EIIP intervention model are important contexts for this evaluation they are elaborated in the next section which outlines the purpose of the evaluation. Examination of the two programmes' activities and objectives in the context of the EIIP intervention and results based management (RBM) models has helped in framing the evaluation.

2 Purpose of the evaluation and objectives of the EIIP programmes

The key aims of this independent cluster evaluation, as stated in the TOR, are to "examine the relevance, coherence, effectiveness, efficiency, sustainability, and potential impact of the projects" and to provide recommendations for: (a) any adjustments to EIIP Lebanon Phase IV (LP-IV) for which this is a mid-term evaluation, and (b) any future EIIP phases in Lebanon and Jordan. The scope of this cluster evaluation encompasses the two programme Phases in Lebanon (LP-III and LP-IV) and one Phase in Jordan (JP-V) as indicated in the previous section, from the start dates of the phases to the end of April 2022.⁵ The cluster approach is a form of thematic evaluation where clustering is by theme or geographic focus. A qualifying criterion is that the evaluation: "(a) applies a scope, purpose and methodologies comparable to what would be used for an individual evaluation".⁶ Cluster evaluations are encouraged in ILO evaluation practice as being consistent with the orientation of evaluation as an instrument for learning. A qualifying criterion is that the evaluation "applies a scope, purpose and methodologies comparable to what would be used for an individual evaluation".⁷

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

The primary clients of this evaluation are constituents in Lebanon and Jordan including government entities (policy making and projects implementing ministries and agencies), BMZ / KfW as donor, partner UN agencies, the EIIP teams implementing the programmes in the two countries and ILO ROAS and DEVINVEST at ILO HQ. Secondary users include other project stakeholders and units within the ILO which may benefit from the knowledge generated by the evaluation. The indirect, but nevertheless among the most important

⁴ When the evaluation started the intended end date was 31st July 2022. There was a further extension to the end of August 2022 enabled by ILO ROAS to wind up the phase and achieve continuity with the potential Phase VI though eventually this continuity could not be achieved.

⁵ Some evidence after April 2022 has been taken into account, notably the updated information for LP-III.

⁶ ILO (2020) *ILO policy guidelines for evaluation: Principles, rationale, planning and managing for evaluations*, 4th edition (p23). Other conditions are that there is donor consent for the use of a cluster evaluation, necessary approval within the ILO has been obtained and the budget is over USD 1 million. These conditions are met for this evaluation. Also see ILO Evaluation Office (2020) *Guidance Note 3.3: Strategic clustered evaluations to gather evaluative information more effectively*.

⁷ See footnote 7 for source of quote.

beneficiaries, will be the people benefiting from: (a) employment on the projects, and (b) the outputs of the projects in the form of the assets created, improved or maintained.

Some fundamentals of the employment intensive investment approach of the ILO, which distinguishes it from other initiatives to support the poor and vulnerable through cash transfer in return for work as a condition (commonly known as Cash for Work or CFW),⁸ are briefly described as context for examining the objectives of the EIIPs being evaluated. The EIIP approach has been described as employment intensive investments which “link infrastructure development with employment creation, poverty reduction and local economic and social development.”⁹ In practice it encompasses maintenance of existing or improved assets to protect their value and maintain the quality of the service they provide.

The EIIP approach is complemented by the decent work agenda and while the infrastructure investment provides short-term employment, there is a focus on sustainability of the assets and livelihoods through: (a) the contribution of improved assets to better livelihoods; (b) generating longer term employment in maintaining created or improved assets, and (c) influencing policy and institutionalising the employment intensive approach to contribute to a pro-employment development strategy. Employment provided by EIIP projects is typically short-term in asset creation. Continuing asset maintenance activities, which are typically on smaller scales provide longer lasting employment. As a consequence the effects of income from EIIP employment on the livelihoods of most participants in EIIP projects and their households are of short duration. Livelihoods of project beneficiaries when their participation in the projects ends is an issue the projects have been attempting to address as noted later in this section.

Table 2: The RBM model and the results matrices of the Jordan and Lebanon EIIPs and phases

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

⁸ If cash for work (CFW) is used as a generic term, EIIP is in effect a form of CFW in which the work requirement is structured and productive.

⁹ <https://www.ilo.org/global/topics/employment-intensive-investment/lang-en/index.htm> The focus of EIIP is on job creation through public investment in infrastructure. It encompasses forest restoration as aspects of green works. Improvement of the living environment as outcome in Table 2 refers to improving community infrastructure and maintaining it in a clean state.

The EIIP approach context and results based management (RBM) adopted by the ILO¹⁰ is used here to comment on the results matrices of the cluster of project phases being evaluated¹¹ and to articulate the key objectives and processes for the design and other elements of the evaluation. For a conventional production process, labour would be an input in the RBM framework, but it is not included as an input in Table 2 since creating employment is an output of the programmes. The activities are the operations and management processes which convert the inputs into outputs.

Four types of outputs have been identified in the results matrices, though there are differences between the programmes and phases on the specifics of the outputs and there is some ambiguity on whether one of them (“institutional strengthening and capacity building”) in its entirety is an output or required for efficient implementation (see later in this section for further explanation). The two outputs on which there is no ambiguity (see Table 2 and Appendix B) are decent employment creation and new or improved assets or other productive activities. All phases include these two output types and targets for them.

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

The number of jobs is an indicator required by the donor.¹² It has the advantage of enumerating the number of persons and their households who benefit from a minimum of 40 days of employment. The targets for this indicator understate the employment generated by the programmes. In practice an accommodation has been reached whereby all three measures of employment generated are being used and the targets for the number of jobs created (minimum of 40 days of employment) affords some flexibility to the programmes to generate employment which lasts for more and fewer days, though there are differences between EIIP Jordan and EIIP Lebanon in the flexibility on this which is highlighted in section 4. The total number of persons employed (headcount) for any length of time is the least meaningful indicator of the volume of employment generated since it treats a person who worked half a day the same as a person who works for 50 days. Nevertheless, the information is of value for monitoring and analysis of data. The other employment related indicators address inclusion (the proportion of women and persons with disabilities (PwD)) and decent work conditions (occupational safety and health, social security and occupational injuries insurance).

Indicators for asset creation or improvement are specific to the types of assets and their treatment. There is some ambiguity about the institutional strengthening and capacity building outputs. The output indicators include provision of training for contractors and government officials. To the extent that training is required for the effective implementation of projects, it is better categorised as an activity. Training and other activities such as influencing policy have the potential to extend the application of the employment intensive approach to other projects and to sustain it beyond the programmes and therefore relate to output (c) in Table 2, “strengthened institutional and technical capacities for implementing the employment intensive approach”. However, this role of training is not clearly distinguished from its contribution to the effective implementation of project activities in the results matrices and project documents, and such a distinction is difficult to make. The related aspect of influencing policy and other agencies is not specifically mentioned in the results matrices of the EIIP phases in Jordan, though there have been some activities in this area which are referred to under *Efficiency of resource use* and *Project progress and effectiveness* in Section 4. They are included in the results matrices in Lebanon.

Employability beyond work on the programmes (output (d) in Table 2) has a number of dimensions and has been treated differently in the design of the two programmes and their phases. The dimensions are: (a) the

¹⁰ ILO (2011) *Applying Results-Based Management in the International Labour Organization*, A Guidebook, Version 2.

¹¹ Appendix B provides further detailed comments on the results matrices of LP-III, LP-IV and JP-V and compares them.

¹² See BMZ (2019) *German employment initiative “Partnership for prospects (P4P)”: Methodology note on job definition and monitoring. Revised draft 2nd April 2019.*

status of Syrians as workers related to work permits to improve their access to the labour market; (b) the potential of improved livelihoods resulting from the skills developed and incomes earned on the programme, and (c) initiatives to improve access to training and employment opportunities. The results matrices of all phases address the work permit dimension of employability. In JP-V it is a training activity for municipal and Ministry of Labour (MoL) staff.

The potential of improved livelihoods after project employment is stated as the programme objective, outcome or impact in the RBM terminology. Strictly applying the RBM framework the outcome of the increased employment is increased income for households in the short term with the longer term improvement in livelihoods and living environment resulting from the improved infrastructure. The third dimension of employability, initiatives to improve access to training and employment opportunities, is included in the JP-V and LP-IV results matrices but not explicitly in the LP-III results matrix. In practice training of workers was not excluded in LP-III and in particular training was an important element in an initiative to increase women's participation and employability.¹³

As Table 2 shows impacts in the RBM framework are longer-term or higher level effects. The impact *"Contribution to improving the resilience of host communities and reduction of tensions between the refugees and host communities"* is stated as a "higher level objective (impact)" for LP-III and LP-IV.¹⁴ The highest level objective for JP-V in Appendix B is *"improve the living conditions of Syrian refugees and Jordanians through increased employment and improved infrastructure"* which is an outcome in the RBM framework. *"Lesser tensions between communities and increased resilience of refugees"* as impacts are recognised in the JP-V Project Document (ProDoc). In Table 2 the impact is stated to be *"Contribution to improving the resilience of host and displaced Syrian communities and reduction of tensions between the refugees and host communities."* This impact statement is a modified version of the higher level objective in LP-III and LP-IV with "and displaced Syrians" added.¹⁵

Based on the above appraisal of the results matrices, the following objectives to be used in this evaluation have been distilled:¹⁶

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

3. Evaluation methodology and evaluation questions

Given the cluster nature of the evaluation and evaluation questions, the methodology adopted is qualitative comparative appraisal supported by quantitative measures and indicators. The approach and the specific aspects to be included in the investigation specified in the TOR have been based on the initial desk review of project documents, other relevant documents, discussions with the Evaluation Manager and the EIIP CTAs. The specific questions and issues under each standard OECD/DAC evaluation criterion¹⁷ (relevance and strategic fit; coherence and validity of design; efficiency of resource use; project progress and effectiveness; effectiveness of management arrangements; impact orientation, and sustainability) set out in the TOR (see "VII. Evaluation Criteria and Questions" in Appendix A) were used to frame the methodology which was set

¹³ See **PR&EFF2** under *Project progress and effectiveness*.

¹⁴ See Appendix B.

¹⁵ See the evaluation of *Project progress and effectiveness* and *Impact orientation* for explanation.

¹⁶ These have been elaborated from their initial forms in Table 2. The relative importance of objectives differs between the countries and phases. For example, municipal debris removal is included in JP-V but not in LP-III and LP-IV.

¹⁷ OECD / DAC (2019) *Better criteria for better evaluation: revised evaluation criteria definitions and principles for use*.

out in the Inception Report and has been reproduced as Appendix C with small amendments in the codes assigned to the specific questions with letters and numbers (for example, **RS1** for the specific question 1 under *Relevance and strategic fit*).

The evaluation frame has been used to: (a) identify the evidence required and the documents, organisations and individuals as sources, and (b) structure the evaluation. In Appendix C the first column lists the main criteria and the specific questions under them as sub-criteria. The second column comments on the sub-criteria where necessary, the data sources identified and the types of organisations and individuals to be consulted for information and perspectives. The third column specifies the indicators and where appropriate specific measure to be used.

The types of organisations and individuals identified as key informants are: (a) members of the EIIP programme teams; (b) representatives of KfW; (c) ILO ROAS staff; (d) government ministries and municipalities as partners in implementing the programmes; (e) NGOs as implementing partners in Lebanon; (f) government policy ministries, and (h) workers on projects and other beneficiaries. The distinction between implementing and policy ministries and agencies is that the latter make and implement policies which affect the establishment and functioning of the EIIPs, for example ministries of labour which formulate and implement national employment strategy and regulations related to foreign workers. Ministry of Public Works and Housing (MPWH) in Jordan, Ministry of Public Works and Transport (MoPWT), public works departments and municipalities which partner the EIIPs in projects are implementing ministries and agencies. Multiple sources of evidence used in the evaluation include: (a) a desk review of more than 60 documents (see Appendix E); (b) information on the operation and performance of the two EIIPs from programme records, and (c) interviews and focus group engagement with a total of over 40 key informants and focus group discussions involving over 80 current or past project workers and beneficiaries from improved assets (see Appendices D and F). There were a small number of people who could not be contacted, notably some members of the EIIP Jordan team initially because of a technical connection issue and later because some members of the team (notably the project finance and procurement specialist) who were on leave towards the end of JP-V. The representative of KfW responsible for EIIP Jordan was also not available. Ideally obtaining their perspectives and insights would have been of value. While there was sufficient information in documents and interaction with other key informants to complete the evaluation, the perspective of KfW on the performance of JP-V in relation to all the evaluation criteria, but in particular aspects related to the labour intensity requirement and municipalities bearing the non-labour costs would have improved the evaluation.

The initial TOR for the evaluation required the evaluator to travel to Jordan and Lebanon to undertake face-to-face interviews and field visits. Following ILO ROAS management advice discouraging international travel in the aftermath of COVID-19, the decision was taken for the evaluator to conduct the evaluation online supported by one enumerator each in Jordan and Lebanon to conduct FGDs with project participants and focus group discussions with contractors (Jordan only) and with municipal officials. The schedule of questions and composition of focus groups were determined by the evaluator in consultation with the enumerators. The focus groups of project participants included: (a) a women only group in Jordan; (b) a women's group with one man with disability in Lebanon, and (c) groups with host and displaced Syrian participants together and separately. Appendix D shows the number and locations of the FGDs and the composition and size of the focus groups. In Jordan the 5 FGDs were distributed between the North (Irbid Governorate), the South (Karak Governorate) and Amman Governorate. In Lebanon, the 7 FGDs were distributed between urban and rural locations with a distinction in the urban category between the Beirut metropolitan area and other urban areas.

As Appendix D shows, in Jordan 16 out of 36 (44 per cent) of FGD participants were women. This proportion is significantly in excess of the target for JP-V of a minimum of 30 per cent of participants to be women.¹⁸ Participation of at least 2 persons with disability was requested but the enumerator reported that none of the FGD participants in Jordan were PwDs. The likely explanation is that since JP-V works had been completed, it proved difficult to secure the participation of PwDs in the focus groups. In Lebanon 11 out of 47 (23 per cent) of FGD participants were women. This proportion is in excess of the target for LP-III and LP-IV of a minimum of 15 per cent of participants to be women. The actual proportion of women participants

¹⁸ Since the target has been met (see Table 8), the proportion exceeds the target and the actual.

was 28 per cent for LP-III and 17 per cent in LP-IV up to April 2022.¹⁹ Two out of the 47 FDG participants in Lebanon were persons with disabilities. While this number was small it represented 4 per cent of the participants while the target was 2 per cent and the actual number of PwD participants in LP-III was 24, about one-quarter per cent of all participants. As Appendix 4 shows, both PwD participants were male and one of them participated in a group which was intended to be all women. Ideally, participation of a male in a group intended to be all women should have been avoided. The similarity of responses of women in mixed and women only groups indicated that there was limited distortion of women's responses because of the presence of a male PwD. The locations of projects on which the focus group members had participated included a mix of urban and rural and in Jordan northern and southern regions. Interviews with contractors in Lebanon were conducted by the evaluator.

On the structure of the evaluation, there are complementarities between some evaluation criteria and sub-criteria. At the criteria level *Relevance and strategic fit* and *Coherence and validity of design* affect the management arrangements and their effectiveness, the *Efficiency of resource use* and *Project progress and effectiveness*. *Sustainability* and *Impact orientation* are affected by design, management, efficiency and effectiveness. At the sub-criteria level also there are some interdependencies. For example gender equality and non-discrimination elements in the design have implications for the effectiveness of inclusion of women. There are also close links between the efficient use of resources and effectiveness in achieving outputs and outcomes.

4. Findings of the evaluation by OECD/DAC criteria

4.1 Summary of findings by criteria

The interdependences and overlaps between specific questions under the OECD/DAC criteria briefly referred to in the previous section are important for understanding the performance and achievement of the programmes and for deriving lessons for the future. Since more than one stakeholders are involved, relevance and strategic fit (see 4.2) require a degree of congruence between the priorities, objectives and constraints of the stakeholders. Accommodation of these priorities, objectives and constraints have directly and indirectly affected the design, management and operations of the programmes and phases. The design and operations in turn have important implications for efficiency, effectiveness, impact and sustainability. The codes for the specific questions and sub-criteria referred to in the previous section (for example, **RS1** for the first sub-criterion) have been used for ease of reference and to cross-reference where there are interdependences.²⁰ In the TOR for the evaluation *Project progress and effectiveness* precedes *Efficiency of resource use*. *Efficiency of resource use* is addressed first in the evaluation since the evidence presented under this criterion provides the context for evaluating project progress and effectiveness.

4.2 Relevance and strategic fit (RS)

The aim of the EIIPs to combine the objectives of providing decent work for Syrian refugees and vulnerable host community members and the improvement or preservation of public assets has relevance for the crisis in Jordan and Lebanon created by the influx and continuing presence of displaced Syrians in Lebanon and Jordan and therefore resonates with national and international priorities for addressing the crisis situation. It also has an important role in the dialogue on the humanitarian development peace nexus by demonstrating that humanitarian and development objectives can be combined to contribute to harmonious relations between displaced and host communities (**RS1**). Eleven years since the start of the refugee influx in 2011, according to UNHCR estimates, Lebanon hosts about 830,000 Syrian refugees and Jordan about 675,000.²¹ The UNHCR estimate of registered Syrian refugees in Lebanon is likely to be an underestimate since the Government of Lebanon (GoL) asked UNHCR to stop registering new Syrian refugees in 2015. GoL estimates

¹⁹ See tables 5, 6 and 7 under **EFF1** in *Efficiency* for explanations for exceeding the targets.

²⁰ See Appendix A (TOR for this evaluation) for the list of criteria and sub-criteria and Appendix C for the list with information on data sources and indicators and measures to be used.

²¹ In both countries refugees are referred to as "population of concern" and in Lebanon also as displaced Syrians because Jordan and Lebanon are not signatories to the 1951 Refugee Convention (UNHCR, 2019b). For data on displaced Syrian see <https://data.unhcr.org/en/situations/syria/location/36> for Jordan and <https://data.unhcr.org/en/situations/syria/location/71> for Lebanon.

that there are 1.5 million displaced Syrians residing in the country,²² making Lebanon the country with the highest number of refugees per capita in the world. Displaced Syrian refugees make up about 6 per cent of the population of Jordan. The estimated concentration of displaced Syrians by governorate varies, being highest in the two northern governorates of Irbid and Mafraq (44 and 31 per cent of the population), followed 16 per cent of the population in Amman Governorate and 13 per cent in Zarqa Governorate.

For examining **RSI**, the needs and priorities of the six primary stakeholders in Lebanon and Jordan²³ are of relevance. The displaced Syrians and members of the host communities, two different categories of stakeholders, are recipients of the benefits from the EIIP intervention. The governments of Lebanon and Jordan facing the externally imposed crisis and hence in need of support to address the situation are key stakeholders. They are also partners in implementing the programmes and makers of policies which influence their operations and effectiveness. BMZ / KfW are clearly of central importance as providers of financial assistance without whom there would be no EIIP programmes and the ILO provides technical assistance and implements the EIIPs.

For both countries and their governments, the externally imposed crisis has posed severe challenges which have been met with national response plans²⁴ and very justifiable appeals for external support. The initial Jordan Response Plan (JRP) was initiated following the London Conference: “Supporting Syria and the Region” and the Jordan and Lebanon Compacts with the European Union in 2016.²⁵ The approach of the Response Plan was: (a) a sector by sector plan in collaboration with multilateral and bilateral agencies to deal with the immediate pressures on social amenities and livelihoods of refugees and host communities; (b) seeking external financial support to implement the plan, and (c) an inclusive growth strategy based on more open access for exports to the EU. The Lebanon Response Plan is broadly similar on immediate support for the vulnerable Syrian and host populations. However, the government’s position on the status of Syrian displaced persons is that their eventual repatriation to Syria is the only viable solution given Lebanon’s national economic and social circumstances which have worsened since 2019.

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

For the displaced Syrians in Jordan and Lebanon facing hardships because of lack of adequate income from employment, the additional means of livelihood from decent employment that EIIP offers, albeit for short periods, is highly relevant and important. For Jordanian participants, typically unemployed unskilled or semi-skilled persons, the decent employment opportunities offered are relevant and important, not least because of the increased labour market distress as a consequence of the refugee influx. In Lebanon, with respect to labour market conditions and host community participation in EIIP projects, a distinction needs to be made between the period before the economic crisis started having an impact in early 2020²⁶ and after. Before the economic crisis while unemployment and labour market distress existed, the type of work offered, especially unskilled physical work, was less preferred. Once the crisis took root and had serious impact on Lebanese livelihoods, generally more Lebanese sought unskilled work. There were variations in willingness to

²² Government of Lebanon and UN (2021) *Lebanon Crisis Response Plan (LCRP) 2021 Annual Report*.

²³ These are stakeholders who are either directly affected by the programme or engaged in shaping and implementing it. There are other “secondary” stakeholders who have an interest in the programme and can influence it.

²⁴ Ministry of Planning and International Cooperation (2016) for the Jordan Response Plan and Government of Lebanon and the United Nations (2019) for the Lebanon Response Plan.

²⁵ There have been six further conferences in Brussels, the latest in May 2022, which have pledged continuing support to Jordan and Lebanon.

²⁶ See **EFN1** under *Efficiency of resource use* for more details.

participate in EIIP projects depending on fluctuations in real wage rates. When EIIP wage rate adjustments lagged behind devaluation of the currency and related inflation Lebanese participation was lower.²⁷

The differences between Jordan and Lebanon and in Lebanon between pre-economic crisis and during the crisis are reflected in the respective government policy stances and their implications for the EIIPs. These are developed later but it is noted here that the Jordanian government had a stronger requirement that 50 per cent of the employment on the EIIP should be for Jordanians. In Lebanon, the requirement of equal Lebanese participation has formally always been there but was not as strictly enforced as in Jordan before the economic crisis.²⁸ There has been stronger requirement in Lebanon that the skilled and semi-skilled work was done by Lebanese nationals and that EIIP is directed towards work that created or improved assets for Lebanon. Interviews with key informants in the Ministry of Labour (MoL) and Ministry of Social Affairs (MoSA) indicate that the emphases on EIIP delivering asset creation and contributing to skills development for the host community has remained during the economic crisis but in addition there is greater emphasis on the requirement for EIIP to employ equal number of Lebanese and Syrians. In addition, EIIP has responded to other Lebanese priorities to support farmers and businesses and in green works to protect or create employment.²⁹

While BMZ / KfW's support for the two programmes can be traced to the London Conference referred to earlier in this section, there is a strong alignment between the rationale of the EIIP approach and German government policy. BMZ has identified displacement and migration as key global challenges,³⁰ notably the estimated 58 million displaced persons hosted by developing countries. In addition the displacement effects of the Syria crisis into its neighbouring countries is recognised as requiring specific attention. BMZ and KfW consider cash for work (CFW) to be an important mechanism for providing short-term support for displaced persons.

Within the broad CFW category a distinction should be made between very labour-intensive projects (for example, simple lighter tasks such as collecting refuse) or the work requirement being a token condition and employment-intensive infrastructure projects (EIIPs). BMZ / KfW have shown commitment to the EIIPs as a part of their support for displaced persons through CFW. Typically, employment intensive works are lower on labour intensity but add greater value in creating or preserving assets. The challenges from the perspective of relevance and strategic fit, are for the EIIPs to demonstrate their differentiation and added value when compared with "light" cash for work. The EIIPs in Jordan and Lebanon are a part of the portfolio of projects and initiatives under the Employment Intensive Investment Programme (EIIP) supported by the Jobs Creation through Public Investment (JCPI) unit in DEVINVEST, ILO.³¹ One of EIIP's offerings, to support governments to generate job opportunities in response to crises,³² is well suited to address the circumstances created by the Syrian refugee crisis in Jordan and Lebanon.

A complementary feature in the EIIP is for the employment generated to be decent. Given that EIIP provides short-term employment, the applicable aspects of decent work are delivery of a fair income, equal opportunities and treatment for all, adequate health and safety measures and insurance in the workplace and freedom to express concerns. Among the UN SDGs, the projects' most significant contribution is intended to be to "SDG 8: Promote sustained, inclusive and sustainable economic growth, full and productive employment and decent work for all" through short-term employment generation and a more productive

²⁷ See *CVD1*, *EFN1*, *PR&EFF1* and *PR&EFF3* for more details.

²⁸ Traditionally there has been low Lebanese preference for work in the construction sector. Before the economic crisis over 70 per cent of EIIP workers were displaced Syrians (see Vaidya (2020) *Cluster Evaluation of Employment Intensive Infrastructure Programmes (EIIPs) in Jordan and Lebanon*). With the higher number of Lebanese participating in EIIP as a consequence of the economic crisis the proportion of Lebanese participants in LP-III has been 47 per cent. In LP-IV up to April 2022, 64 per cent of participants have been Lebanese (see Tables 5 and 7 and related discussion under *EFN1*).

²⁹ See *EFN1* under *Efficiency of resource use* and *PR&EFF3* under *Project progress and effectiveness*.

³⁰ BMZ (2018) and BMZ (n.d.).

³¹ See section 2 for a brief explanation of the features of EIIP.

³² <https://www.ilo.org/global/topics/employment-intensive-investment/themes/emergency-employment/lang-en/index.htm>

economy through improved assets (**RS2**).³³ The other SDGs the projects are intended to contribute to are: (a) “SDG 1: End poverty in all its forms everywhere” by supplementing the livelihoods of the poor and vulnerable in the short-term; (b) “SDG 5: Achieve gender equality and empower all women and girls” by offering equal treatment for women on the Project and setting targets for their minimum proportional participation, and (c) “SDG 9: Build resilient infrastructure, promote inclusive and sustainable industrialisation and foster innovation” by developing the capacity to build and sustain infrastructure to foster development and innovation, though not industrialisation in the usual sense. The projects’ contribution to “SDG 16: Promote peaceful and inclusive societies for sustainable development, provide access to justice for all and build effective, accountable and inclusive institutions at all levels,” aligns with the higher level impact of strengthening resilience by improving livelihoods for host community members and Syrian refugees through job creation and infrastructure development and living environment improvement. While the EIIPs’ immediate impacts on incomes and decent work through employment on projects are short-term, they have the potential to extend the impact through the benefits of the improved assets and influencing the policies and approaches of national and international development partners.

UNDP as a partner of the ILO in EIIP Phase III in Lebanon was a key stakeholder. There was sound logic in the principle underlying the partnership. Since 2013, UNDP³⁴ has been partnering the Ministry of Social Affairs (MoSA) in implementing the Lebanon Host Communities Support Programme (LHSP) developed under the framework of the UNDP response to the impact of the Syrian crisis in Lebanon (the Lebanon Stabilization and Recovery Programme). Through the LHSP and using its knowledge and tools such as the Maps of Risks and Resilience (MRR), Mechanisms for Social Stability (MSS) and the Maps of Stability and Resilience (MSR), UNDP supports municipalities in prioritising initiatives and projects. Further, BMZ / KfW support the LHSP through financial assistance and encouraged the partnership. Since the EIIP Lebanon started later in 2017, it made sense for the ILO to collaborate with UNDP and benefit from its knowledge, in particular for selecting municipalities and projects and for extending the employment intensive approach beyond the EIIP. In practice the synergies were not as valuable as expected and the collaboration was not continued into LP-IV. UNDP and ILO have continued to collaborate in other important ways in responding to the economic crisis and more widely.³⁵

In summary, while there is strong relevance and strategic fit between the EIIP programme objectives and the challenges the two countries face, the involvement of a number of stakeholders with different priorities imposes some requirements and constraints on the design implementation and effectiveness of the programmes and their sustainability: (a) the need to demonstrate the added value proposition of the EIIPs; (b) the short-term nature of employment created and the longer term needs for support; (c) continuing uncertainties about the status of Syrians as workers adversely affecting the decent work dimension, and (d) in Lebanon dealing with the additional challenges posed by the economic crisis.

The contribution of EIIP Lebanon Phases III and IV to the Decent Work Country Programme 2017-2020 for Lebanon is intended to be primarily under the second pillar (improving decent working conditions, enhancing productive employment opportunities). There is also contribution under the first pillar (establishing a sound legislative environment, improving governance and social dialogue). The programme falls under the livelihood sector of the Government-led Lebanon Crisis Response Plan, particularly under Livelihood Outcome 1 (Stimulate local economic development and market systems to create income generating opportunities and employment), Outcome 2 (Improve workforce employability), and Outcome 3 (Strengthen policy development and enabling environment for job creation). The project is aligned with the United Nations Strategic Framework (UNSF) for Lebanon 2017-2020 with a focus on supporting the country to preserve peace and consolidate stability.

³³ <https://www.ilo.org/global/topics/sdg-2030/goal-8/lang--en/index.htm>

³⁴ <https://www.lb.undp.org/content/lebanon/en/home/projects/SupportLebaneseHostCommunities.html> and Mansour and Dib Haj (2018).

³⁵ See **EFN2** under *Efficiency of resource use* and **PR&EFF2** and **PR&EFF3** under *Project progress and effectiveness* for collaboration between EIIP Lebanon and UNDP outside the LP-III formal partnership and **EFM1** for more on the issues with the partnership.

In Jordan the programme is intended to contribute to the Decent Work Country Programme 2018-2022, particularly priority 1 (Employment creation contributes to economic and social stability) and priority 2 (Decent working conditions for all create a level playing field for male and female Jordanians, refugees and migrants). It is aligned with United Nations Sustainable Development Framework (UNSD) for Jordan 2018-2022 priority 3 Enhanced Opportunities. The programme is aligned with the Jordan Response Plan, specifically objective 1 (Enhance self-reliance and living conditions of Syrian refugees and vulnerable Jordanians) and 2 (Meeting the humanitarian and resilience needs of Syrian refugees and vulnerable Jordanians).

ILO’s biennial Transitional Strategic Plans and Programme and Budget (TSP and P&B) set out strategic objectives and expected outcomes. The EIIP programmes in the two countries are well aligned with elements of the TSP and P&B 2018-19 and 2020-21. The programmes are one of the means of achievement identified in P&B for the 2018-19 biennium: “promoting jobs and livelihoods for those most affected by conflicts and disasters and, where appropriate, facilitating refugees’ access to labour markets, in particular through the ILO Flagship Programme on Jobs for Peace and Resilience.” Table 3 shows the alignment of JP-V and LP-III and LP-IV with the selected outcomes and outputs of P&B 2018-19 and P&B 2020-21.

RS3 (appropriateness of EIIP technologies and implementation modalities appropriate for the situation in Lebanon and Jordan during the project implementation period) has been addressed in more detail in **CVD1** under *Coherence and validity of design* and in **EFN1** under *Efficiency of resource use*. A range of labour intensities are acceptable and appropriate in EIIPs. Lower labour intensities are justified if there is asset creation of value. EIIP Lebanon responded to the COVID-19 and economic crises by adapting LP-III to include higher labour intensity projects (see **EFN1** and **PR&EFF3**). In JP-V, the very high target labour intensities in municipal works limit the asset creation potential.³⁶ For asset creation it is appropriate to set a minimum labour intensity as has been the case in Lebanon.

Table 3: Alignment of Jordan and Lebanon EIIP programmes with the ILO P&B outcome

P&B Outcomes	Jordan and Lebanon EIIP programmes’ alignment
P&B 2018-19 Biennium	
Outcome 1: More and better jobs for inclusive growth and improved youth employment prospects	Direct contribution through decent short-term job creation. Indirect through capacity development and policy and operating procedures for CFWs.
Outcome 5: Decent work in the rural economy	Direct contribution through decent short-term rural job creation. Indirect through capacity development and policy and operating procedures for CFWs.
Outcome 7: Promoting safe work and workplace compliance including in global supply chains	Direct contribution through health and safety measures on projects. Indirect through capacity development and policy and operating procedures for CFWs.
Outcome 8: Protecting workers from unacceptable forms of work	Direct contribution through decent short-term job creation. Indirect through capacity development and policy and operating procedures for CFWs.
P&B 2020-21 Biennium	
Outcome 2: International labour standards and authoritative and effective supervision	Direct contribution through decent short-term job creation. Indirect through capacity development and policy and operating procedures for CFWs.
Outcome 3: Economic, social and environmental transitions for full, productive and freely chosen employment and decent work for all	Direct contribution through decent short-term job creation. Indirect through capacity development and policy and operating procedures for CFWs.

³⁶ As commentary on **CVD1** and **EFN1** state, labour intensity calculations based on EIIP Jordan data only overstate the labour intensity because it does not include materials, tools and equipment costs which are met by the municipal partners. The requirement that municipal partners meet the cost of materials, tools and equipment is a further constraint on asset creation. Whether an EIIP programme should include municipal cleaning and refuse removal which have very high labour intensities but make limited contribution to asset creation or protection remains a question which is addressed in **EFN1**.

P&B Outcomes	Jordan and Lebanon EIIP programmes' alignment
<ul style="list-style-type: none"> • Output 3.1. Increased capacity of member States to formulate and implement a new generation of gender responsive national employment policies, including for youth • Output 3.2. Increased capacity of member states to formulate and implement policies and strategies for creating decent work in the rural economy • Output 3.5. Increased capacity of member States to formulate and implement labour market programmes and employment services for transitions to decent work over the life course, with particular focus on young and older workers 	<ul style="list-style-type: none"> • Output 3.1. Proactive approaches of the programmes to attain a minimum per cent women's participation as demonstration for employment policy. • Output 3.2. Demonstration and policy and capacity development support. • Output 3.5. Demonstration of training post-completion of project participation.
<p>Outcome 4: Sustainable enterprises as generators of employment and promoters of innovation and decent work</p> <ul style="list-style-type: none"> • Output 4.2. Strengthened capacity of enterprises to adopt new business models, technology and techniques to enhance productivity and sustainability 	<ul style="list-style-type: none"> • Output 4.2. Contribution through training of contractors on more employment intensive approaches for civil works.
<p>Outcome 6: Gender equality and equal opportunities and treatment for all in the world of work</p>	<p>Proactive approaches of the programmes to attain a minimum per cent women's and persons with disabilities' participation and equal pay for work of equal value as demonstration for employment policy.</p>
<p>Outcome 7: Adequate and effective protection at work for all</p>	<p>Direct contribution through decent short-term job creation. Indirect through capacity development and policy and operating procedures for CFWs.</p>

4.3 Coherence and validity of the design (CVD)

Coherence between the development objective, outcomes and outputs is a key initial condition of sound and valid design (**CVD1**). Four programme level objectives summarised in Section 2 above are the context for the evaluation of design validity and the remaining criteria. The management and operations aspects of the design outlined below are appropriate for the EIIP objectives of:

- short-term decent employment creation with requirements for balance between refugee and host community participation, inclusion (per cent of women and disabled persons participating), and
- improvement or preservation of infrastructure and cleaner public assets.

There are other features of design, labour intensity requirements and stipulation on the number of jobs defined as minimum 40 days of work in a year which have implications for JP-V, LP-III and LP-IV. The operational aspects of design are considered first. All three phases benefited from the team structures and operational and monitoring arrangements established in previous phases. There were however some adaptations which are identified under **CVD1** and *Effectiveness of management arrangements*.

The training of contractors and their staff and the staff of national partners and supervision, monitoring and support for project implementation built into the design of the EIIPs are essential for the efficient engagement of labour to fulfil the employment creation objective, the decent employment conditions and quality of the works. Further, wage rates in Jordan and in Lebanon, until the real EIIP wage rate fell sharply in Lebanon,³⁷ have been higher than in countries in which the EIIP approach has been shown to be more cost effective than the use of equipment. It was important therefore that contractors and other implementing

³⁷ See later under **CVD1** and **EFN1**, **PR&EFF1** and **PR&EFF3** for more details.

partners “bought into” the EIIP approach and had the training and support to use the labour intensive³⁸ approach. Training is also required to ensure that contractors and other partners use proper costings to include decent work conditions when preparing tenders and in budgeting and planning of the works.

Supervision and support are required for quality assurance of the works as well as compliance with decent work criteria. Proper recording of attendance and work at project sites and their entry into the management information system are important aspects of monitoring and management of payment. Further at times contractors need flexibility to substitute equipment for labour because of the nature of the work and local conditions. EIIP engineers need to be on hand to monitor the situation and grant contractors flexibility to use appropriate equipment.

The systems for recording attendance, the planning of works and monitoring progress are adapted from systems developed by EIIP ILO over many years of experience. These include: (a) muster rolls for recording attendance at sites; (b) recording data for monitoring employment generated and for organising payments in Jordan and for monitoring payments in Lebanon,³⁹ and (c) templates for planning works and recording and reporting progress (**CVD2**). The adaptations of the standard EIIP templates for the contexts and objectives of the EIIPs in Jordan and Lebanon are to show Syrian and host community workers separately. The EIIP team structures and functions are also set up well for monitoring, supervision of works and assessing progress though there are differences between the two country programmes. These aspects are considered in more detail under *Effectiveness of management arrangements*.

A part of **CVD2** is to address the evaluability of LP-IV. The evaluability assessment of LP-IV conducted in mid-2021⁴⁰ concluded that there was a comprehensive M&E plan which was effectively implemented. The assessment indicated that there was clarity and no issues of concern where there were: (a) quantitative indicators for measurable outputs (e.g. number of worker days, per cent of participants being women and length of kilometres of roads maintained), and (b) achievement can be objectively assessed (e.g. completion of projects to specified standards). Two areas where more careful statement of the indicators and additional measures were recommended are where achievement is inferred from measurable indicators (e.g. Programme Indicator 1: Number of men and women who were positively affected by EIIP Projects, including improved livelihoods and social cohesion⁴¹) and where output is assumed to be related to input (e.g. assumption of improved knowledge of number of contractors and government officials based on attendance at training sessions).⁴² On Programme Indicator 1 in LP-IV, it is reasonable to infer that income from employment contributes to improved livelihoods but achievement of social cohesion relates to members of displaced Syrian and host communities working together.⁴³ For JP-V in Jordan, the EIIP team structure and monitoring arrangements were shared with previous phases while there was an overlap with them. The arrangements remained largely similar to the set up for earlier phases.

Table 4 compares and contrasts JP-V, LP-III and LP-IV with respect to some key design features, the implementation partners, the type of projects and mode of implementation by phases. In JP-V the dominant project types are municipal works and correspondingly the national government level partner is Ministry of Local Administration (MoLA). For the small highway maintenance component the partner is the Ministry of Public Works and Housing (MPWH). It overlapped with the larger Jordan Phase IV (JP-IV) with a budget of USD 22.8 million and continued with similar design features. On municipal works there is direct employment of labour by municipalities. Highway maintenance is through contractors. LP-III and LP-IV also have a municipal focus but there are differences between JP-V and LP-III and LP-IV in the project types and implementation modes. LP-III was initially designed to implement municipal infrastructure construction and

³⁸ The term labour-based is more appropriate since the aim of the approach is not to maximise the use of labour but to use an appropriate mix of labour and light equipment. There are substantial differences in the stipulated and realised labour intensities between the phases in Jordan and Lebanon.

³⁹ There are differences in the organisation of payment to EIIP workers which are explained below.

⁴⁰ Symphony (2021) Evaluability assessment of the employment intensive infrastructure programme in Lebanon Phase IV.

⁴¹ “Social cohesion” is included in the LP-IV Programme Indicator 1 but not in the LP-III Programme Indicator 1 (see Appendix B). There is reference to reduction in social tension in the LP-III ProDoc but not to cohesion.

⁴² See Appendix B which compares the results matrices of the three phases.

⁴³ See **PR&EFF1** for evidence on the programmes’ contribution to social cohesion.

improvement projects through contractors. Ministry of Social Affairs (MoSA) as being responsible for social protection and welfare and Ministry of Labour were the implementing partner ministries.⁴⁴ LP-III was modified to include road maintenance in partnership with the Ministry of Public Works and Transport (MoPWT). LP-III demonstrated adaptability by responding to COVID-19, the economic crisis and the Beirut Port explosion. Under LP-IV continuation of the partnership model has extended the scope of employment intensive works to repair and maintain mountain trails in collaboration with the Lebanon Mountain Trail Association (LMTA) and with Lebanon Reforestation Initiative (LRI) in supporting smallholders by minor infrastructure development under the Green Plan.⁴⁵

Another aspect of note in the comparison is the much higher target labour intensities on JP-V than in LP-III and LP-IV (see *Planned labour intensities* in Table 4). The labour intensities in municipal works in Jordan are overstated since the municipalities are required to supply materials and these material costs are not recorded in EIIP reporting. Collapse of the Lebanese Pound (LBP) and high inflation as consequences of the economic crisis raise some challenges for measuring labour intensity.⁴⁶ Notwithstanding these complexities the stipulated labour intensities for EIIP Jordan are significantly higher than for EIIP Lebanon. The labour intensity issue is considered further in relation to the *Efficiency in resource use* sub-criterion **EFN1** but it is noted here that the much higher labour intensities required on JP-V than on LP-III and LP-IV and the requirement that the partner municipalities meet the materials, tools and equipment costs in large part account for the more limited asset creation under JP-V than under LP-III and LP-IV.

A design feature common to both programmes has been more than one phases running concurrently in Jordan and Lebanon. There are benefits of relatively short overlaps between phases of for example up to six months to: (a) maintain continuity of project operations;⁴⁷ (b) share staff resources between phases, and (c) benefit from the retention of experienced staff. In practice, because of reasons outside the control of the programme teams (COVID-19 which affected both programmes and the economic crisis and the Beirut Port blast which affected EIIP Lebanon) works on previous phases have been delayed leading to knock on delays for the phases being reviewed. This aspect is revisited under *Efficiency of resource use*.

Table 4: Summary comparison of programme design features of JP-V, LP-III and LP-IV

Jordan (JP-V)	Lebanon (LP-III)	Lebanon (LP-IV)
Implementing partners		
Two partners at national level Ministry of Local Administration (MoLA) and (Ministry of Public Works and Highways (MPWH)). Municipalities and governorate level public works departments at project level. Bulk of the work (about 90 per cent of worker days generated) was with municipalities.	Collaboration with UNDP. Three implementing partners at the national government level (Ministry of Social Affairs (MoSA), Ministry of Labour (MoL) and Ministry of Public Works and Transport (MoPWT)). Municipalities and NGOs (the latter on an initiative to improve women’s participation) at the project level. Adaptation during the programme in response to COVID-19 with NGOs to extend scope of works at project level.	Four partners at the national government level, MoSA, MoL, MoPWT and Ministry of Agriculture (MoA). Municipalities and NGOs at the project level.
Project types		

⁴⁴ Ministry of Labour is an important stakeholder supporting EIIP Lebanon by endorsing the EIIP guidelines and their adoption in the CFW sector and helping to address the displaced Syrians’ access to project employment.

⁴⁵ Green Plan is an autonomous authority under the Minister of Agriculture with the mandate to study and execute land reclamation and agricultural development projects with a focus particularly on minor infrastructure development such as small water tanks, retaining walls and land restoration.

⁴⁶ Labour costs as a proportion of total operational expenditure.

⁴⁷ Preparation activities for each phase (which include resource mobilisation, partnership agreements and project selection) typically takes some months. Undertaking these activities concurrently with completion of projects under the previous phase helps to maintain continuity.

Jordan (JP-V)	Lebanon (LP-III)	Lebanon (LP-IV)
<p>Municipal works: (a) improvement of infrastructure and public buildings; (b) tree planting and care, and (c) routine maintenance and debris removal. Focus on improvement of the living environment including debris removal and grass cutting.</p> <p>Routine maintenance of highways (with MPWH and governorate level public works departments).</p>	<p>A variety of municipal works: (a) improvement and maintenance of agricultural roads; (b) vegetable market construction, and (c) others including forestry management, urban amenity infrastructure and rubble clearing after the Beirut Port explosion.</p> <p>Road maintenance with MoPWT.</p> <p>With NGOs for: (a) women only training and work activities, and (b) support for SMEs in the agricultural and agro-processing sectors to support job retention and creation in response to COVID-19.</p>	<p>A variety of municipal works: (a) improvement and maintenance of agricultural roads; (b) mountain trail conservation (with a NGO) and (b) others including urban amenity infrastructure and reconstruction of public buildings destroyed in the Beirut Port explosion.</p> <p>Road maintenance with MoPWT.</p> <p>Rehabilitation of Social Development Centres (SDCs) to support MoSA.</p> <p>Farm infrastructure improvement in partnership with MoA and a NGO under the Green Plan.</p>
Implementation mode		
<p>For municipal works, direct labour through municipalities.</p> <p>For routine highway maintenance, through contractors.</p>	<p>All municipal projects through contractors.</p> <p>Projects with NGOs managed by NGOs with EIIP support.</p>	<p>Most projects through contractors.</p> <p>Mountain trail project implemented by a NGO with EIIP support.</p>
Planned labour intensity		
<p>Target labour intensity 95% for municipal works.</p> <p>Some activities falling under “improvement of the living environment” type (e.g. debris removal and painting of kerbs and other structures) are close to cash for work (CFW) with limited added value in the form of asset creation or preservation.</p> <p>Target labour intensity 69% for highway maintenance.</p>	<p>Minimum labour intensity of 35% agreed with the donor.</p> <p>Consistent with the phase fulfilling the twin roles of employment generation and asset creation.</p> <p>The issue of labour intensity and the implications of the economic crisis for the labour intensity measure are considered under <i>Efficiency of resource use</i>.</p>	<p>Minimum labour intensity of 35% agreed with the donor.</p> <p>Consistent with the phase fulfilling the twin roles of employment generation and asset creation.</p> <p>The issue of labour intensity and the implications of the economic crisis for the labour intensity measure are considered under <i>Efficiency of resource use</i>.</p>
Recruitment and payment method for workers		
<p>The number of applicants generally exceeds the number of workers required. There is a transparent process of balloting to select workers from applicants for the municipal works. Contractors choose workers for maintenance works.</p> <p>Electronic payment by EIIP directly into the accounts of workers.</p>	<p>Contractors are responsible for recruiting workers. There is an outreach mechanism that is mobilised by the programme’s Social Safeguards Officers (SSOs) and implemented by the contractor under the guidance of the programme. The mechanism involves advertising project employment opportunities, seeking municipality assistance and reaching out to communities.</p> <p>Workers were paid on site by contractors under project staff supervision.</p>	<p>As in LP-III on recruitment by contractors. NGOs responsible for recruitment. An outreach mechanism mobilised by the SSOs ensures that EIIP employment is widely publicised to reach the target population. Contractors recruit under supervision and guidance of SSOs. Payment by electronic transfer introduced. Contractors transfer wage bill to a third party for electronic transfer. This process is monitored by SSOs.</p>
Dealing with grievances		
<p>There is a helpline open to EIIP workers and others and a process for</p>	<p>There is a complaints procedure and form. The SSOs make workers aware of the process and the form and deal</p>	<p>As for LP-III.</p>

Jordan (JP-V)	Lebanon (LP-III)	Lebanon (LP-IV)
dealing with inquiries and complaints.	with issues on site. The complaint mechanism was further developed during LP-III to include a WhatsApp hotline for workers or community members to text complaints. Workers and by passers are also encouraged to approach SSOs with their complaint or anonymously submit complaint forms.	
Governance		
EIIP is the sole responsibility of the ILO. The CTA with ILO ROAS support engages directly with national partners on project identification, selection and implementation.	ILO collaborates with UNDP in implementing the programme.	EIIP is the sole responsibility of the ILO. The CTA with ILO ROAS support engages directly with national partners on project identification, selection and implementation.

Method of payment for workers differs between JP-V, LP-III and LP-IV. On JP-V the method of payment was electronic. Since September 2018, all EIIP workers, Jordanians and Syrians, have been issued ATM cards and informed by SMS to collect their wages from the nearest ATM. Payment to workers is managed directly by EIIP Jordan relieving municipalities and contractors of the administrative chore and ensuring correct and timely payment. In Lebanon on LP-III contractors were responsible for paying the workers and were required to make payments on site in cash. EIIP project staff (typically the SSOs) were present at the time of payment. On LP-IV an electronic payment was set up but in a different form from that in Jordan. The amount for wages is paid to contractors who transfer the amount to a financial intermediary for secure electronic payment to project workers. LP-IV workers in focus groups indicated that they were paid through Which Money, a money transfer company.

Another difference is in the selection of workers. Transparency in the recruitment process is important since demand for work (by displaced Syrians in both countries and by Jordanians) has typically exceeded project employment on offer. In Lebanon, the demand for EIIP work by displaced Syrians and Lebanese has generally exceeded project employment on offer but there have been variations over time based on a combination of two main aspects: (a) changes in the real value of the EIIP wage rate because of the collapse of the LBP; (b) adjustment of the wage rate to compensate for the fall in value of the wage rate, and (c) the effect of the economic crisis on the livelihoods of the host community members causing them to seek EIIP work which they would otherwise have not sought. Displaced Syrians need for support has also been greater under the economic crisis in Lebanon.⁴⁸

In Jordan on JP-V, following practice during previous phases, for the workers engaged directly by municipalities, the procedure was to widely advertise the work opportunities and the recruitment process. Where the number of applicants exceeded the amount of employment on offer, open ballots were held to select participants. For contractor operation in Lebanon a similar process of recruitment was more difficult to implement since contractors are responsible for recruiting workers. The contractors interviewed in Lebanon stated that they would prefer to select workers and retain for more than 40 days good workers or workers who require a level of training on the job before they become fully productive. However, the contractors interviewed recognised the requirement to employ persons in the locality of projects who are in need of EIIP employment. They seek to employ persons locally by either advertising project employment opportunities through municipalities and other avenues or by approaching local communities directly. There is an outreach mechanism mobilised by the EIIP Lebanon's SSOs and implemented by the contractor under the guidance of the EIIP (also see Table 4) to attempt to reach those most in need of EIIP employment. In the smaller road maintenance component in collaboration with MPWH in Jordan, contractors select the

⁴⁸ See *EFF1*, *PR&EFF1* and *PR&EFF3* for more details.

workers.⁴⁹ Fully effective targeting of the most vulnerable when there is a greater need for the type of opportunity offered by the EIIPs in the two countries than the programmes can offer is a challenge which is not addressed by open ballots. However, in the absence of more effective targeting mechanisms for targeting the most vulnerable open ballots are a fair approach.

From time to time and in some locations contractors found it difficult to recruit sufficient workers because of the effect of the economic crisis on the purchasing power of the EIIP wage rate and local socio-economic conditions. For example, the contractor undertaking the footpath network project in Karantina under LP-IV indicated that recruitment and retention of local workers was difficult because in the urban locality there were many other employment opportunities. Some contractors, though not the contractor undertaking the Karantina footpaths contract, indicated that they would prefer to bring some experienced workers with them, including those who had worked with them on previous EIIP contracts if there were local labour shortages.

Another design issue is the donor's definition of a job and targets for number of jobs to be generated, both briefly referred to in Section 2. A job is defined as employment of a person for 40 days or more within a period of 12 months and there are differences between EIIP Jordan and EIIP Lebanon on the proportion of EIIP workers to be employed for a minimum of 40 days. On JP-V the requirement is that most workers should be employed for a minimum of 40 days with some allowance at the margin in the recognition that a few workers may leave before completing 40 days for personal or work preference reasons. In focus group discussions with former project workers in Jordan⁵⁰ common observations were that longer periods of EIIP employment to provide more support would have been preferable. Lack of other decent work opportunities at the wage rate level offered by EIIP Jordan is an explanation for these observations. On LP-III and LP-IV the requirement is that 50 per cent of participants should work for a minimum of 40 days offering greater flexibility to the programme and its partners.⁵¹

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

In Lebanon there is a procedure to give voice to those who work on the programme. Workers are given contracts and SSOs make them aware of the conditions of work and their right to complain about them and other aspects related to work and there is a complaints procedure. In Jordan there was a helpline and the EIIP safeguards officer was supported by a helpline assistant to monitor and respond to complaints and inquiries and safeguards inspectors in the field. The helpline in Jordan has the added advantage from the openness perspective to give voice to those who feel wrongfully excluded from participation. On **CVD3** (the extent to which the project design took into account specific gender equality and non-discrimination concerns and employment of persons with disabilities (PwDs)), as noted above there are targets for the minimum per cent of women and PwDs employed, members of the two EIIP teams with briefs for addressing gender and inclusion. Information on achievement of targets is provided under *Efficiency of resource use* and approaches to achieving the targets and initiatives to improve participation of women are considered under *Project progress and effectiveness (PR&EFF2)*.

4.4 Efficiency of resource use (EFN)

Efficiency is a measure of the extent to which the outputs achieved are derived from an efficient use of financial, material and human resources. The first specific question refers to cost-efficiency of project

⁴⁹ For the next Phase it has been agreed with MPWH that balloting will be used for maintenance activities implemented by contractors.

⁵⁰ All FGDs were with former workers because JP-V implementation projects were completed by the time the FGDs were conducted.

⁵¹ See **EFN1** for discussion of efficiency implications of the 40 days requirement and differences between the two programmes.

activities in allocating resources (funds, human resources, time and expertise) to achieve outcomes (**EFN1**). The EIIP approach seeks to balance the livelihood support and asset creation / maintenance objectives by: (a) selecting projects and activities in which the labour-based approach can be efficient, and (b) by applying the approach efficiently. As noted earlier in the introduction to this section, *Efficiency of resource use* is being considered before *Project progress and effectiveness* since evidence considered under efficiency provides a context for evaluating effectiveness.

The management of operations have been financially efficient in Lebanon in the sense that programme expenditure has remained within the available funds while performing well on the output targets. This has been achieved in the case of LP-III and is being achieved in the case of LP-IV, in spite of the external shocks of COVID-19, the economic crisis and the Beirut Port explosion and the need for extensions to the phases.⁵² EIIP Lebanon had to respond to external shocks to: (a) maintain efficient and effective operations of LP-III and LP-IV, and (b) adjust the activities to support those affected by the crises. The effects of COVID-19 and how the programme responded to it are considered under **PR&EFF3**, though some of the evidence of the response is presented here under **EFN1**. While the impact of COVID-19 was serious enough, a more serious challenge was posed by the economic crisis and government efforts to deal with it which led to a divergence between the official value of the Lebanese Pound (LBP) and its open market value. Initially there were concerns for the EIIP programme⁵³ since converting the donor's disbursements in Euro into the local currency at the official exchange rate would have seriously impacted the ability of the programme to deliver LP-III and LP-IV outputs and the real value of wages paid to EIIP workers.⁵⁴ The dollarisation of external funding from May 2021, effectively enabling EIIP and other external agencies to convert foreign funds at open market rates and the dollarisation of the EIIP wage rate, reduced the budget risk and stabilised the value of the EIIP wage rate at an adequate level. However, complexities have remained because of the continuing crisis and related fall in the value of the LBP and high inflation and further price rises of essential products as a consequence of reduction of subsidies on food, fuel and other essential from mid-2021.

Before considering the implications of these developments for LP-III and LP-IV, the outputs achieved on LP-III on employment generated, asset creation and other activities, and the progress on these aspects in LP-IV are reviewed.

Table 5 summarises employment data for LP-III relevant for addressing aspects of *Efficiency of resource use* and *Project progress and effectiveness*. As the table shows there is wide divergence between the employment targets and achievement on LP-III and with three exceptions they are overachievements by wide margins. The divergence is even greater from the original targets in the LP-III ProDoc.⁵⁵ There appear to be three broad reasons underlying this divergence, all three related to Lebanon's economic crisis compounded by COVID-19 and the Beirut Port explosion and EIIP Lebanon's response to these shocks. The first is the increased vulnerability of Syrian refugees in Lebanon and larger proportion of Lebanese pushed into poverty⁵⁶ who needed the type of livelihood support provided by EIIP. The second is paradoxically the increased purchasing power of the LP-III budget in spite of the increases in materials and other non-labour costs. The third is the flexible way in which the programme responded to the shocks.

⁵² As noted in Section 1 (in notes on

TABLE 1) LP-III was planned to be completed in June 2020 and eventually completed in May 2022 with no cost extensions. LP-IV which started in January 2020 was impacted by COVID-19 almost from its beginning and has had to operate in economic crisis conditions from the outset. Its progress is reviewed later in this section.

⁵³ This challenge was faced by all international development and humanitarian assistance programmes.

⁵⁴ For a period of time the value of the EIIP wage rate did decline seriously. See below for more information and the response of the programme.

⁵⁵ The original LP-III employment targets were 140,000 work days, 3,500 workers registered and 1,750 jobs. The upward revision of employment targets and changes in the projects in the first half of 2021 were responses to the crises Lebanon faced.

⁵⁶ According to World Bank (2021) *Lebanon Economic Monitor: The Great Denial*, in response to World Food Programme phone survey (May–July 2021), 46 per cent of households reported challenges in accessing food and other basic needs. Reported unemployment rate was 38 per cent and 49 per cent of respondents considered their families to be either very poor or poor.

In LP-III the programme generated nearly 20 per cent more worker days⁵⁷ than the revised target (see Table 5) and 140 per cent more worker days than the original target of 140,000 worker days. These overachievements reflect both the need for the type of work offered by the programme and the ability of the programme to generate employment. The number of persons employed for any length of time (headcount) was almost 40 per cent higher than the revised target. The proportionally much higher headcount than the worker days generated is reflected in the achieved average number of work days per worker being 14 per cent below that implied by the LP-III targets. One possible explanation is a degree of churn, i.e. a larger number of workers than anticipated when setting the target leaving before completing 40 days of work.⁵⁸ A possible reason for churn is erosion of the real value of the EIIP wage rate because of the falls in the value of the LBP and related inflation as dimensions of the economic crisis, especially before payment of the EIIP wage in USD was implemented in the second half of 2021. Another possible reason was the local socio-economic conditions and related preferences with respect to the type of work EIIP projects offer. In some localities, especially in urban locations, there were other employment opportunities which were preferred because of the nature of EIIP work or other better paying opportunities.

Both types of reasons were given by contractors and implementation partners for difficulties in recruiting and retaining workers in some circumstances. In spite of these challenges, LP-III has exceeded employment creation targets as

Table 5 shows. The EIIP wage rate in USD and adjusted for inflation has been lower and has fluctuated since the beginning of 2020⁵⁹ but all the same it has been at acceptable levels for the poorer and more vulnerable members of the displaced Syrian and host communities because COVID-19 and the economic crisis made their livelihood situation worse and the need for support of the type provided by EIIP more acute. In all FGDs in Lebanon, the economic situation and COVID-19 were mentioned as the reasons for applying to participate in an EIIP project.

Another aspect to note in

Table 5 is that the target number of jobs (minimum 40 days of employment) was 40 per cent offering EIIP Lebanon greater flexibility than EIIP Jordan which alongside the lower intensity requirement for EIIP Lebanon has enabled more asset creation than in Jordan.⁶⁰ Number of jobs achieved as proportion of headcount of the number employed is 45 per cent, about 13 per cent below the 50 per cent target. The number of persons employed for 40 days or more is about 57 above the target because of the much larger number of persons employed than the target. Participation of women as per cent of total headcount has exceeded the target by 140 per cent. The proportion of women participating for 40 days or more is even higher at 2.7 times the 15 per cent target. The combination of the much larger headcount of workers and higher percentage of women participants (headcount and jobs) explains the proportionally much higher number of women participants. The achieved participation of PwDs in absolute numbers is very low, about one-fifth of the target (calculated as 2 per cent of headcount). In percentage terms it is even lower, one-eighth of the target.

The proportion of Syrians participating is only 3 per cent above the 50 per cent for achieving equal participation by Syrians and members of the host community. In the previous phase (LP-I&II) the balance was much more in favour of Syrian participation, 74 per cent of all participants. Less willingness of the Lebanese to take up unskilled work before the economic crisis took hold was the possible reason for this imbalance in LP-I+II. GoL preference has also been for EIIP to provide more skilled work and develop skills for the Lebanese. In this context the almost equal participation of Syrians and Lebanese in LP-III indicates that much higher

⁵⁷ The terms “worker days” and “work days” have been used interchangeably in this report.

⁵⁸ Note that the number of jobs target for LP-III and LP-IV is calculated by dividing the number of registered workers target by 40. However, the number of jobs target is set at 50 per cent of the number of registered workers to offer greater flexibility to contractors to employ workers for shorter or longer periods with a view to improving efficiency of operations. A number of contractors interviewed said that for some type of works where workers needed a level of skill letting workers go after 40 days and providing training to new ones affected efficiency adversely. The 50 per cent target also allows for the churn effect.

⁵⁹ There are further details and discussion of the EIIP wage rate and its adjustments in response to the economic crisis later under this criterion.

⁶⁰ See later under **EFNI** for comparison with JP-V.

number of Lebanese seek support from programmes such as EIPP as a consequence of the impact of the economic crisis on their livelihoods. In interviews with MoSA and MoL officials the more acute need for CFW support for the host community was emphasised but there was also a plea for assistance which included more skills development.

Table 5: LP-III employment data summary

Indicator number	Employment indicators (1)	Target	Actual	% difference between actual and target
1	Number of workdays	280,000	335,228	19.7
2	Number of workers registered (headcount) (2)	7,000	9,786	39.8
3	Average number of work days per worker registered	40	34	-14.4
4	Number of jobs (>40 days) (3)	2,800	4,407	57.4
5	Number of jobs (>40 days) as % of number of headcount (4)	40.0	45.0	12.6
6	Number of jobs women (>40 days) (5)	420	1,583	276.9
7	Number of jobs women (>40 days) (% of all jobs)	15.0	35.9	139.5
8	Number of women (6)	1,050	2,699	157.0
9	Number of women (% of total)	15.0	27.6	83.9
10	Number of Syrians (7)	3,500	5,211	48.9
11	Number of Syrians as % of total	50	53	6.5
12	Number of workers with disability (8)	140	24	-82.9
13	Number of workers with disability as % of total	2.0	0.25	-87.7
14	Number of family members benefiting (9)	35,000	48,890	39.7

Source: Compiled from data provided by the Lebanon EIPP Programme team.

Notes:

- (1) Project targets in results matrix are shown as bold. The other numbers are calculated from targets as explained in the following notes.
- (2) Number of persons who registered to work on Phase III and worked for at least 1 day. The average number of work days target in this table is calculated as the total worker days target divided by the number of workers registered target.
- (3) Number of EIPP workers who worked for a minimum of 40 days.
- (4) Number of jobs as % of number of workers registered for work is the headcount of all workers irrespective of the number of days of work they undertake.
- (5) Target number calculated from the minimum 15% women's jobs target in the results matrix.
- (6) Target number calculated from the minimum 15% women participants target.
- (7) Target number calculated from the 50% target for Syrian and Lebanese participants.
- (8) Target number calculated from the minimum 2% PwD participants target.
- (9) Total number of workers registered (headcount of beneficiaries) multiplied by 5 assuming average household size of 5.

A related aspect is that the poor and vulnerable Lebanese and GoL are concerned that vulnerable displaced Syrians get more support from international agencies (including UNHCR) than members of the host community in similar circumstances.⁶¹ This view was expressed in FGDs by some Lebanese participants who referred to heightened tension in localities with high proportion of Syrians receiving humanitarian support. Evidence on the market wage rate in the EIPP Lebanon technical note on the appropriate wage rate shows

⁶¹ There is evidence of rising tensions from the high proportion of Syrian refugees compounded by the economic crisis reported in UNDP / ARK (2021) *Regular perception surveys on social tensions throughout Lebanon: Wave XI Narrative Report*. Competition for low-skilled jobs was cited as the most common factor for social tensions. Evidence from the survey of EIPP Lebanon workers discussed in relation to **PR&EFF1** under *Project progress and effectiveness* shows that relations and trust between Lebanese and displaced Syrian participants in EIPP projects improved and had wider positive impacts.

that members of the host community seek higher wages than Syrian refugees. In FGDs for this evaluation some Lebanese participants stated that the EIIP wage rate was now too low and suggested a wage rate as high as USD 15 per day.

Table 6 provides further details about the projects implemented under LP-III to provide further insights on efficiency in implementing projects, the adjustments made in response to the crises in Lebanon and the overachievement of employment targets referred to above. The table: (a) compares the planned and actual costs and employment generated for all LP-III projects; (b) shows differences in per cent of Syrian and women participants between projects; (c) shows the status of projects at the end of April 2022 (almost all completed), and (d) explains the adjustments made during the phase in response to the crises. The information has been compiled from the EIIP Lebanon April 2022 monthly report, project completion reports and other project level documents. There are some discrepancies in numbers between Table 5 and Table 6, notably the total number of actual worker days (335,228 in Table 5 and 324,171 in Table 6) and the total number of actual jobs (4,407 in Table 5 and 4,524 in Table 6) and some data are missing but these aspects are not obstacles to drawing the main conclusions and in examining efficiency and effectiveness.

Another aspect to note in Table 5 is that the target number of jobs (minimum 40 days of employment) was 40 per cent offering EIIP Lebanon greater flexibility than EIIP Jordan which alongside the lower intensity requirement for EIIP Lebanon has enabled more asset creation than in Jordan.⁶² Number of jobs achieved as proportion of headcount of the number employed is 45 per cent, about 13 per cent below the 50 per cent target. The number of persons employed for 40 days or more is about 57 above the target because of the much larger number of persons employed than the target. Participation of women as per cent of total headcount has exceeded the target by 140 per cent. The proportion of women participating for 40 days or more is even higher at 2.7 times the 15 per cent target. The combination of the much larger headcount of workers and higher percentage of women participants (headcount and jobs) explains the proportionally much higher number of women participants. The achieved participation of PwDs in absolute numbers is very low, about one-fifth of the target (calculated as 2 per cent of headcount). In percentage terms it is even lower, one-eighth of the target.

One of the other activities, “Forest management” implemented by UNDP falls under the green EIIP works category. Rubble clearing after the Beirut Port explosion falls under the emergency works category. Hiya Tabni is an ILO / UNDP collaborative project aimed at improving women’s access to work in the construction sector through work based training and skill development. The two remaining projects, “Agricultural works” and “MSME support” were responses to COVID-19 in a worsening economic situation but conventional EIIP projects. They were intended to protect jobs in farming and agro-based SMEs. Funds earmarked for an infrastructure investment project (Nabatiah Trade Centre) were diverted for the “Forest management” project and one of the infrastructure investment projects (the Mairouba agricultural road) was reduced in size to divert funds for the rubble clearing after the Beirut Port explosion.

Funds for the “Agricultural works” and “MSME support” projects and for cash transfers for workers during suspension of works were within the capital expenditure budget and could have been used for additional infrastructure projects. From the employment generation perspective, the diversion of resources to non-infrastructure projects appears to be justified since it contributed to the phase comfortably exceeding employment targets as explained above. The fall in the dollar value of the wage rate in a rather complex situation affecting project costs made it possible to exceed the employment generation target. In this respect, on all but one infrastructure investment projects implemented by the ILO⁶³ employment generated was significantly higher than the planned, ranging between 30 and 60 per cent higher as indicated in Table 6. In the one case where employment generated is lower, the reason is that the project was reduced in size to divert funds for the Beirut port rubble clearing project. Effects of the economic crisis on the EIIP wage rate and the project costs are considered further below after highlighting some other features of LP-III.

⁶² See later under *EFN1* for comparison with JP-V.

⁶³ LP-III was a collaboration between ILO and UNDP (see *CVD1* and *EFM1*). The other two infrastructure investment projects were implemented by the UNDP. Information on planned worker days was not available to calculate the difference between planned and actual for these two projects.

Table 6: Lebanon LP-III – Detailed project level data

	<i>Project and type</i>	<i>Agency</i>	<i>Planned cost (USD)</i>	<i>Actual cost (USD)</i>	<i>Duration</i>	<i>Worker days (planned)</i>	<i>Worker days (actual)</i>	<i>Jobs (2)</i>	<i>Headcount</i>	<i>% Syrian</i>	<i>% women</i>	<i>Status and comments</i>
Municipal projects												
<i>Municipality</i>	<i>Project and type</i>	<i>Agency</i>	<i>Planned cost (USD) (1)</i>	<i>Actual cost (USD)</i>	<i>Duration</i>	<i>Worker days (planned) (1)</i>	<i>Worker days (actual)</i>	<i>Jobs (2)</i>	<i>Headcount (3)</i>	<i>% Syrian</i>	<i>% women</i>	<i>Status and comments</i>
Marjayoun South	Agricultural roads 6.7 km (Infrastructure investment)	ILO	652,760	677,421 (3% higher than planned)	Feb 20-May 21	11,460	13,123	190	546	77	9	Completed. Actual worker days 14.5% higher than planned.
South	Forest Management (Green works)	UNDP		931,571	Feb 21-Aug 21		79,959	856	2484	35	21	Completed. Replaces Nabatieh Trade Centre project. Higher labour intensity of forest management has contributed to the phase exceeding the employment targets.
Bsharri North	Retaining Walls 1.7 km (Infrastructure investment)	ILO	424,004	424,004	Jul 19-Jul 20	6,640	9,055	97	236	76	10	Completed. Actual worker days 36.4% higher than planned.
Kfar Aaka, North	Agricultural roads 2.8 km (Infrastructure investment)	ILO	412,708	412,708	Sep 19-Nov 20	6,215	8,545	72	259	88	8	Completed. Actual worker days 37.5% higher than planned.
El Mina North	Waterfront Phase II	UNDP		918,532	Sep 20-Dec 21		19,116	130				Completed.
East Zahle, Bekaa	Agricultural roads 9.8 km (Infrastructure investment)	ILO	649,630	649,630	Nov 19-Nov 20	10,100	13,172	89		91	18	Completed. Actual worker days 30.4% higher than planned.
Al Qaa Bekaa	Vegetable Market (Infrastructure investment)	ILO	757,352	818,901 (8% higher than planned)	Mar 20-Jun 21	9,400	15,127	167		59	15	Completed. Actual worker days 60.9% higher than planned.

	<i>Project and type</i>	<i>Agency</i>	<i>Planned cost (USD)</i>	<i>Actual cost (USD)</i>	<i>Duration</i>	<i>Worker days (planned)</i>	<i>Worker days (actual)</i>	<i>Jobs (2)</i>	<i>Headcount</i>	<i>% Syrian</i>	<i>% women</i>	<i>Status and comments</i>	
Mairouba, Mt Lebanon	Agricultural roads 3.5 km (Infrastructure investment)	ILO	510,739	310,739	Mar 20-Apr 21	8,540	4,296	64	102	93	19	Completed. Contract reduced from 5.3 km to 3.5 km to reallocate USD 200,000 for Beirut Port blast rubble clearing. Actual worker days 50.0% lower than planned.	
Aley/Bsous Mt Lebanon	Storm Water drains (Infrastructure investment)	UNDP		1,043,566	Oct 20-Oct 21		15,000	150				99% delayed, ext. granted until May 22	
Road Maintenance in coordination with MoPWT													
<i>Cluster</i>	<i>Project</i>			<i>USD</i>	<i>Duration</i>		<i>Wd</i>	<i>Jobs</i>				<i>Status</i>	
Jbeil-Jai, Mt Lebanon	Road maintenance, 35 km (Infrastructure maintenance)	ILO	357,552	357,552	Aug 19-Dec 20		6,900	7,335	81	191	94	13	Completed. Actual worker days 6.3% higher than planned.
Zahle-Tarch, Bekaa	Road maintenance, 30 km (Infrastructure maintenance)	ILO	315,377	315,377	Aug 19-Nov 20		6,148	5,861	44	-	80	10	Completed. Actual worker days 4.7% lower than planned.
Saida-Barti South	Road maintenance, 25km (Infrastructure maintenance)	ILO	309,500	309,500	Aug 19-Sep 20			4,968	48	107	76	19	Completed. Actual worker days 9.1% higher than planned.
Other Projects													
<i>Municipality</i>	<i>Project</i>			<i>USD</i>	<i>Duration</i>		<i>Wd</i>	<i>Jobs</i>				<i>Status</i>	
Municipalities in all governorates.	Hiya Tabni / She Can Build (Enhancing women's participation and training)	ILO / UNDP		653,570	Apr 20-May 21			24,089	536	712	49	100	Completed. In EIIP Phase III municipalities

	<i>Project and type</i>	<i>Agency</i>	<i>Planned cost (USD)</i>	<i>Actual cost (USD)</i>	<i>Duration</i>	<i>Worker days (planned)</i>	<i>Worker days (actual)</i>	<i>Jobs (2)</i>	<i>Headcount</i>	<i>% Syrian</i>	<i>% women</i>	<i>Status and comments</i>
Beirut	Rubble clearing (Emergency works)	ILO		345,000	Aug 20-Dec 20		11,152	250	392	35	15	Completed. Funding diverted from Mairouba agricultural roads project and supplemented from the ILO PROSPECTS projects.
COVID 19 Activities												
Municipality	Project			<i>USD</i>	<i>Duration</i>		<i>Wd</i>	<i>Jobs</i>				<i>Status</i>
All ongoing projects	Lockdown 1, Cash transfer (COVID-19 response)	ILO		120,000	Mar 20-Jun 20		n/a	n/a	223			Completed. 223 beneficiaries
All ongoing projects	(COVID-19 response)	ILO		30,500	Nov-20		n/a	n/a	397			Completed. 397 beneficiaries
All ongoing projects	Lockdown 3, Cash transfer (COVID-19 response)	ILO		107,700	Jan 21-Feb 21		n/a	n/a	700			Completed. 700 beneficiaries
Bsharri, EZ Qaa, Kfar A.	Agricultural works	ILO		400,000	Jul 20-Sep 21		15,462	382	396	53	46	Completed. PwDs 3.3% of total employed. Partner NGO - Rene Moawad Foundation (RMF)
All Lebanon	MSME Support (COVID-19 response, non-infrastructure)	ILO / UNDP		1,033,321	Jul 20-Dec 21		77,862	1,368	2,134	44	42	Completed. MSME activities have very high labour intensities contributing to exceeding the worker days and jobs targets. One part in collaboration with ILO PROSPECTS.
Total				9,859,592			324,122	4,524				Total budget includes cash transfers during lockdown.

Source: Compiled from programme documents and data provided by Lebanon EIIP Programme team.

As Table 6 shows, the programme extended its collaboration with partners at the project level which was not envisaged in the ProDoc. The partnership with MoPWT for road maintenance was a development with potential to continue in later phases and development of a sustainable employment intensive road maintenance model. The partnerships with NGOs in the Hiya Tabni project offers a model which could be used to consolidate and enhance the participation of women and PwDs. The partnerships with NGOs in the “Forestry management” project offers scope for expanding employment intensive green works. The partnerships with NGOs in “Agriculture works” and “SMSE support” projects offer the potential for innovative projects. The NGO partnership model has been continued into LP-IV (see later under this sub-criterion). The donor’s flexibility enabled the changes and innovations to increase employment generated and collaborations with additional partners in response to the multiple crises.

For the infrastructure investment and maintenance projects implemented in the ILO component⁶⁴ there is information on planned and actual costs in Table 6 which shows that the actual costs are the same as planned for 3 of the investment projects and all three road maintenance projects. On one project they are substantially lower because resources were diverted to another project as noted above. On the one project where the actual costs are 8 per cent higher (Al Qaa vegetable market) the explanation is that the Al Qaa mayor and engineer proposed some changes after the initial design. While the Al Qaa project costs were 8 per cent higher the employment generated in worker days was 61 per cent higher as noted above. The total cost of all projects implemented during LP-III is USD 9.86 million which is below the estimated total investment budget of USD 10.47 million in the LP-III ProDoc.⁶⁵

Table 6 and the related commentary show that during LP-III the programme team has adapted the plan of works to respond to the external shocks. The investment budget has been used prudently to generate 2.4 times the target number of work days and 2.5 times the number of jobs target though the actual remuneration per worker day, and by implication the total remuneration per worker was substantially lower than planned. While this is of some concern the remuneration is comparable to that in similar activities in Lebanon because of the fall in wage rates and living standards of the poor and vulnerable in Lebanon as a consequence of the economic crisis. The number of infrastructure units produced was lower than the target but there have been compensating activities which signal employment generation opportunities in different sectors and with other partners. Further details on how and how efficiently and effectively the programme has addressed the challenges posed by the economic crisis has been addressed below.

A challenge to the efficiency and effectiveness of EIIP Lebanon posed by the economic crisis has been the fall in the real value of the wage. Before the economic crisis took root the daily EIIP wage of LBP 30,000 was equivalent to about USD 20.00 and aligned with the statutory minimum wage rate.⁶⁶ With the collapse of the value of LBP which started in late 2019 and accelerated in 2020 the value of the wage fell to the equivalent of USD 4.00 by September 2020. The EIIP wage rate increase to LBP 50,000 raised the wage rate to the equivalent of USD 6.20 but the value of LBP 50,000 had fallen to the equivalent of USD 3.30 by June 2021. While the collapse of the LBP is a major contributor to higher inflation and fall in the domestic purchasing power of LBP, the rise in inflation measured by the consumer price index (CPI) has been kept down to some extent because of subsidies on essential items. As a consequence the purchasing power of the wage in December 2020 was about 45 per cent of its value in June 2020. With further falls in the value of LBP during 2021 and high inflation, there would have been further large falls.⁶⁷

The consequence of taking no action would have seriously undermined the livelihood support for project workers. Only the most distressed would have participated and received very little support. There was also

⁶⁴ As noted earlier LP-III was a collaboration between ILO and UNDP.

⁶⁵ The capital investment allocation in the LP-III ProDoc is Euro 9,049,529 which is USD 10,473,991 at the exchange rate stated in the ProDoc (USD 1.00 = Euro 0.864). The actual amount received from the donor depended on the exchange rates when the instalments were disbursed.

⁶⁶ The minimum wage was LBP 675,000 per month equivalent to the daily wage of LBP 30,000 assuming about 22 or 23 work days per month. The minimum wage has remained at this level. The wage rate of LBP 30,000 was applied by other CFW programme as well.

⁶⁷ The value of the wage rate of LBP 50,000 would have been USD 1.8 by December 2021 or under 10 per cent of its value in June 2019. The annual CPI rate of 155% in 2021 leads to the fall in value of the LBP 50,000 to about 30 per cent of its June 2019 value.

the risk of the programme being unable to continue since the wage rate would have been well below the market wage rate and drastically reduced the labour supply. A note was commissioned by the programme in early 2021⁶⁸ to address the challenge of setting and adjusting the EIIP wage rate at a level which would provide the appropriate level of livelihood support to participants. It was necessary for the EIIP wage rate, also to be adopted by other CFW programmes, to be compatible with the difficult and unstable economic conditions. The note recommended dollarisation of the wage rate, i.e. payment of the wage rate in USD. The recommendation to set the wage rate at USD 7.00 per day was accepted by EIIP Lebanon and other agencies implementing CFW projects. While USD 7.00 is about one-third of the daily wage set initially, it is aligned with prevailing wage rates for unskilled work in the crisis economic situation in Lebanon since 2020. The Strategic Taskforce for Cash Assistance of which EIIP Lebanon, UNDP and WFP are members keeps the wage rate under review.⁶⁹ The EIIP Lebanon wage rate for LP-III and LP-IV has remained at USD 7.00 until this evaluation, though a travel allowance of USD 2.5 was added in response to the higher transport costs.

Payment of wages in USD has also addressed another distortion of the economic crisis caused by multiple exchange rates and hyperinflation. Contractors are paid by the programme in “fresh” dollars, i.e. direct payment in dollars which do not have to be converted into LBP at the official exchange rate. Fresh dollars enables contractors to avoid paying for materials in LBP. This was necessary because prices in USD have remained relatively stable while in LBP they have been going up in line with the high inflation in Lebanon. However, before dollarisation of the wage rate contractors benefited from receiving fresh dollars for contracts based on payment to workers at the equivalent of USD 20 per day and contractors paying LBP 30,000 as stipulated in their contracts until September 2020 and LBP 50,000 from October 2020. To some extent the situation was alleviated by asking contractors to increase the number of worker days and absorb some costs.⁷⁰

A consequence of the lower wage rate is that labour intensity (labour cost as a proportion of the total operations cost) is lower for the same level of labour input. The programme has addressed this issue by asking contractors to employ more workers as noted above and adding more labour intensive projects, a number of them in response to the COVID-19 and the Beirut Port explosion shocks. Another challenge of the economic crisis and high inflation for contractors is increases in material and other costs and shortages of materials after contracts have been agreed. All the EIIP contractors interviewed in Lebanon stated that where such cost increases occurred and could not reasonably be accommodated⁷¹ the EIIP programme made variation orders. They contrasted the EIIP approach with that of other clients, including other international agencies, which did not make such variations requiring the contractors to absorb the cost of price increases. At first sight requiring contractors to absorb cost increases beyond their control after contracts have been signed may appear more cost-efficient. However, the risk of such an approach is that in an environment of persistently high and variable inflation, contractors may inflate their bids to make allowances for future inflation leading to higher costs.

Contractors who win by bidding low with insufficient allowance for cost escalation risk contract failure. The EIIP approach of excluding bids which are below or above 20 per cent of the bid estimate, to exclude very high bids and reduce the risk of including low technical quality bids and accommodating variations for cost escalations beyond the control of contractors is a preferable approach and more likely to be more cost efficient. A contractor who had experience of bidding for EIIP and other international agency projects stated

⁶⁸ EIIP Lebanon (2021) *Technical Note on “Appropriate wage levels for unskilled workers”*.

⁶⁹ The Ukraine conflict has further exacerbated the inflationary situation which the CFW working party was keeping under review at the time of this evaluation. Since most of the works were completed by April 2022, the implications of the decline in the value of the wage rate and any adjustments are for LP-IV.

⁷⁰ The evidence in Table 6 and the related commentary show that there is evidence of contractors taking on more workers and absorbing costs. Nevertheless there have been occasions when contract values had to be adjusted through variation orders. This aspect has been addressed under **EFN1**.

⁷¹ Especially after the dollarisation of the wage rate which removed the anomaly between the USD 20 per day wage rate in contracts and the actual wage paid in LBP with its declining value. Since contractors are paid in fresh dollars, such variations would only be required if there are increases in the dollar price of inputs or local input prices increase out of proportion with inflation. Increase in prices in USD as a consequence of the invasion of Ukraine by Russia are more likely to have affected LP-IV contractors.

that there was a much wider distribution of bids for the other international agency projects than for the EIIP.⁷² One long established contractor with experience of more than one EIIP projects contrasted the EIIP approach of not making the bids range public after the award of contract with that of another UN agency. He argued the case for making all bids public for transparency and for learning for future bids.

Table 7 provides an overview of LP-IV employment data and progress up to the end of April 2022. The progress on employment targets with two-thirds of the implementation period completed ranges between 24 and 35 per cent. Table 7 shows that the average number of work days per registered worker is 20 per cent below the target average of 40. The explanation may simply be that the workers are on projects in progress and so have not completed their days of work. However, workers may have left before completing 40 days because of erosion of the wage rate or other work opportunities as in the case of LP-III (see

Table 5 and related discussion of churn). Number of jobs as per cent of headcount is only marginally below the target of 50 per cent to date and the phase is above target so far on per cent of participation by women and PwDs. The proportion of displaced Syrians is 36 per cent, either indicating higher demand by Lebanese for EIIP work because of the macroeconomic situation or because of local socioeconomic situation in the locations in which projects are being implemented.

Appendix G provides further details of LP-IV progress project by project which broadly confirms about one-third level of progress indicated in Table 7. Eight out of 20 projects had not started by the end of April 2022. They were either being mobilised after contract award or at design or pre-design stages. Two of the agricultural road projects were at the design phase pending assessment in April 2022. The farm infrastructure project preparation has been time consuming at the farm selection phase and the design phase for a large number of small sub-projects. A no-cost extension for LP-IV to the end of June 2023 has been agreed with the donor. The target output for investment in Infrastructure assets in LP-IV ProDoc is 20 projects. The LP-IV plan matches this number but the projects are not all investment in municipal infrastructure.

Some of the lessons from the adaptation of LP-III have been carried over into LP-IV to incorporate 6 road maintenance projects in partnership with MoPWT and 2 large projects with NGO partners. Of the remainder 7 are infrastructure investment and the remainder are building works (the construction of the Nabatieh Cultural Centre and repairs or rehabilitation of the police station and customs building damaged in the Beirut Port explosion and rehabilitation of Social Development Centres (SDCc) postponed from LP-III). The two remaining projects referred to earlier under *Coherence and validity of design* are the repair and maintenance of mountain trails in partnership with the LMTA and minor infrastructure development for smallholders under the Green Plan in partnership with the LRI use the NGO partnership model developed during LP-III. The mountain trail project is being implemented directly by LMTA personnel trained and supported by EIIP Lebanon. The farm infrastructure project under the Green Plan had not started by April 2022. It was intended to involve contractor operation in multiple sub-projects.

Table 8 summarises information on JP-V in Jordan on employment targets and attainment in a form broadly similar to that for LP-III. As noted in Section 1, although JP-V was initiated in December 2018 start of works on it was delayed until early 2021 to reduce too many overlapping phases operating concurrently and coping with COVID-19. As the table shows 89 per cent of employment generated by work days is in the municipal works with the remainder in road maintenance in partnership with MPWH. The number of work days and number of jobs targets have been met for the municipal works and road maintenance and by implication for the overall phase.⁷³ JP-V has met the minimum 30 per cent target for women's participation and significantly overachieved on the PwD's participation target. As noted earlier, LP-III and LP-IV had some flexibility on the proportion of persons to be employed for a minimum of 40 days, a minimum of 50 per cent. On JP-V there is no such flexibility. The requirement is that all persons employed should work for a minimum of 40 days though there is allowance for a small number of workers who may not complete the minimum 40 days. This

⁷² It was not possible to independently verify this statement. It may also reflect the EIIP practice of not considering bids which were 20 per cent above or below the engineering estimate.

⁷³ The comparison of achievement on employment is with the target of 3,900 jobs set in the JP-V ProDoc. As Table 8 shows this target was exceeded by over 9 per cent. The target, reduced to 3,300 jobs with the donor's agreement, because of the challenges imposed by COVID-19 and delayed start because of overlapping phases, has been exceeded by over 29 per cent.

difference is reflected in the per cent of workers working for a minimum of 40 days of 97 per cent for municipal works and 92 per cent for road maintenance in JP-V.⁷⁴ The number of work days per worker is almost 50 per cent above 40 days implying that on average persons employed on EIIP are willing to continue in employment longer and the employers (municipalities and contractors) are willing to continue employing them. In FGDs the workers indicated that longer employment would be preferable because of lack of other opportunities.

Table 9 provides an overview of the geographical scope of JP-V and the works undertaken. The target was to implement municipal community works in 9 municipalities in 5 governorates. The project managed to implement projects in 12 municipalities in 7 governorates with a focus on the northern governorates and Amman because of the higher proportion of displaced Syrians in them. The choice of municipalities included 7 which had performed well in previous phases putting in practice the principle of rewarding good performance and in addition bringing more municipalities on board. There were some issues with the initial choices of municipalities in the southern governorate of Karak which were dealt with effectively. Al Jalal municipality in Karak was initially selected but the implementation agreement (IA) was not signed because of local hostility against women's participation and potential risk to staff. The participation of Al Aghwar municipality in Karak was discontinued and Bab Amman Municipality in Jerash (a municipality new to EIIP) was added. Some interest earned and exchange rate gains from the last instalment from the donor were used with the donor's agreement, to conduct additional activities and helped in implementing works in the added municipality of Bab Amman. The expansion of geographical scope and flexibility in adapting activities is a positive development made possible by the experience and knowledge developed over multiple phases and the relationship with MoLA and the governorates.

Comparison of the intended and completed type of works⁷⁵ in **Table 9** shows that there are some differences between the intended and completed works in types and quantities. Two notable differences are large quantities of debris removal and grass cutting in the completed activities which are absent from the intended list. Information on the relative employment contribution of each type of works was not available during the data collection for the evaluation. One possible reason for the large volume of debris removal works identified by EIIP Jordan engineers was the inability of some municipalities to provide the materials, tools and equipment for the implementation of some works because of the effect of COVID-19 on the finances of the municipalities or generally limited finances.

The JP-V ProDoc stipulated that municipalities were to provide the materials, tools and equipment for the implementation of works. The rationale for this requirement, for the municipalities to demonstrate commitment, is sound. However, it may disadvantage poorer municipalities and drive the scope of works towards non-infrastructure activities as noted above. Further, as noted earlier under **CVD1**, the programme would need to obtain data on the materials, equipment, tools and supervision costs to estimate labour intensity which is overstated without this information. In this respect, the JP-V Progress Report for November 2020 to February 2021, refers to a "shift from waste collection to asset creation" in relation to developing sustainability and the exit strategy for the programme.

As Table 9 shows the JP-V target for road maintenance of 300 km consisting of 150 km of the Mafraq – Zarqa highway and 150 km of roads in Karak, the latter using performance based management contracts (PBMCs) introduced in Jordan by EIIP Jordan during earlier phases, has been met. Overall, EIIP Jordan has achieved the employment generation objective and has undertaken improvement and tending of municipal civic amenity works.

⁷⁴ In LP-III the per cent of workers employed for 40 days or more was 45 per cent (see Table 5).

⁷⁵ The intended works are from the November 2020 – February 2021 Progress Report which was written towards the beginning of the works. The works completed are from a draft results matrix early in 2022. The final works completed quantities may be somewhat different from those in **Table 9**.

Table 7: LP-IV employment data and progress to April 2022 overview

Indicator number	Employment indicators (1)	Target for end of Phase	Actual to end of April 2022	Per cent achievement	Comments
1	Number of work days	280,000	68,208	24.4	
2	Number of workers registered (headcount) (2)	7,000	2,150	30.7	
3	Average number of work days per worker registered	40	32		20% below target.
4	Number of jobs (>40 days employment) (3)	2,800	845	30.2	
5	Number of jobs (>40 days employment) as % of headcount (4)	40	39		Marginally below target.
6	Number of jobs Women (>40 days) (5)	420	147	35.0	
7	Number of jobs taken by women (>40 days) % of all jobs	15.0	17.4		Above target.
8	Number of women (6)	1,050	349	33.2	
9	Number of women (% of total)	15.0	16.2		Marginally above target.
10	Number of Syrians (7)	3,500	765		
11	Number of Syrians (% of total)	50	36		Below target.
12	Number of workers with disability (8)	140	73		
13	Number of workers with disability as % of total	2.0	3.4		Above target.
14	Number of family members benefiting (9)	35,000	10,750	30.7	

Source: Compiled from data provided by Lebanon EIPP Programme team.

Notes:

- (1) LP-IV started in January 2020 and overlapped with LP-III (see Table 1). Targets in the results matrix are shown as bold in this table. The other numbers are calculated from targets as explained in the following notes.
- (2) Number of persons who registered to work on Phase IV and worked for at least 1 day. The average number of work days target in this table is calculated as the total worker days target divided by the number of workers registered target.
- (3) Number of EIPP workers who worked for a minimum of 40 days.
- (4) Number of jobs as % of number of workers registered for work is the headcount of all workers irrespective of the number of days of work they undertake.
- (5) Target number calculated from the minimum 15% women's jobs target in the results matrix.
- (6) Target number calculated from the minimum 15% women participants target.
- (7) Target number calculated from the 50% target for Syrian and Lebanese participants.
- (8) Target number calculated from the minimum 2% PwD participants target.
- (9) Total number of workers registered (headcount of beneficiaries) multiplied by 5 assuming average household size of 5.

Table 8: Jordan EIIP JP-V - employment targets and achievement (1)

Indicator number	Employment indicators (2)	Municipal works			MPWH			Total		
		Target	Actual	% difference between actual and target	Target	Actual	% difference between actual and target	Target	Actual	% difference between actual and target
1	Number of work days	233,300	237,128	1.6	26,700	28,151	5.4	260,000	265,279	2.0
2	Number of workers registered (headcount) (3)		3,960			482			4,442	
3	Average number of work days per worker registered		59.9			58.4			59.7	
4	Number of jobs (>40 days employment) (4)	3,650	3,825	4.8	250	442	76.8	3,900	4,267	9.4
5	Number of jobs (>40 days employment) as % of number of headcount (5)		96.6			91.7			96.1	
6	Number of jobs taken by women (>40 days) (6)	1,095	1,215	11.0	75	117	56.0	1,170	1,332	13.8
7	Number of jobs taken by women (>40 days) (% of all jobs)	30.0	30.7	2.3	30.0	24.3	-19.1	30.0	30.0	0.0
8	Number of jobs taken by displaced Syrians (>40 days) (7)	1,825	2,003	9.8	125	231	84.8	1,950	2,234	14.6
9	Number of Syrians (>40 days) as % of total	50	52	4.7	50	52	4.5	50	52	4.7
10	Number of workers with disability (8)	73	225	208.2	5	16	220.0	78	241	209.0
11	Number of workers with disability as % of total	2.0	5.68	184.1	2.0	3.32	66.0	2.0	5.43	171.3
12	Number of family members benefiting (9)	18,250	19,800	8.5	1,250	2,410	92.8	19,500	22,210	13.9

Source: Compiled from data provided by Lebanon EIIP Programme team.

Notes: (1) The employment targets shown in this table were set in the JP-V ProDoc. They were reduced with agreement of the donor because of the delayed start of JP-V (see Section 1 and discussion of this table in this section) to 3.300 jobs (3,100 in municipal community works and 200 in road maintenance). The table shows that the original target for jobs was exceeded by over 9%. The reduced target of 3,300 is exceeded by 29%. (2) Project targets in results matrix are shown as bold. (3) Number of persons who registered to work on JP-V and worked for at least 1 day. The results matrix does not include a target for headcount. (4) Number of EIIP workers who worked for a minimum of 40 days. (5) Number of jobs as % of number of workers registered for work is the headcount of all workers irrespective of the number of days of work they undertake. (6) Target number calculated from the minimum 30% women's jobs target in the results matrix. (7) Target number calculated from the 50% displaced Syrian participants target. (8) Target number calculated from the minimum 2% PwD participants target. (9) Total number of workers registered (headcount of beneficiaries) multiplied by 5 assuming average household size of 5.

Table 9: Jordan EIIP JP-V – Overview of activities

Description	Target	Works completed
Municipal works		
Number and names of municipalities	9 (3 municipalities Karak Governorate); 2 municipalities in Irbid Governorate, 2 municipalities in Mafraq, and 1 municipality each in Amman and Zarqa Governorates)	12 (Greater Ajloun (Ajloun Governorate); Naour and Sahab (Amman Governorate); Bergish and Yarmouk (Irbid Governorate); Bab Amman (Jerash Governorate); Al Aghwar and Mu'ab (Karak Governorate); Sabha, Prince Hussein and Umm Al Qutein (Mafraq Governorate); Beerain (Zarqa Governorate) (1)
Type of works	7,500 trees planted; 700 trees trimmed; 16.20 km of kerb constructed; 104.40 km of kerb stone painted and repaired; 6,780 m2 of fence painted; 10,050 m2 of footpath constructed; 1,850 m3 of gabions constructed; 2,500 m of concrete bumpers; 8 parks constructed; 7.0 km of road lines marked; 48 iron benches constructed; 16,000 kerbstones manufactured; 3,000 m2 of floor tiled; 2 town gates rehabilitated, 1 spring rehabilitated. (2)	5,355 trees planted; 14,772 trees trimmed; 11 km kerb constructed; 231 km kerb painted; 9,562 m2 fence painted; 2 town entrances rehabilitated; 1 spring rehabilitated; 21,290 m culvert cleaned; 973 m of concrete bumpers; 5,211 m2 of floor tiling; 12 parks constructed; 630 m3 of gabions constructed; 4,001 m2 of footpath constructed; 48 iron benches installed; 34 signboards installed or maintained; 4,000 kerb stones manufactured; 26 wheelchair access ramps constructed; 946 m2 fence constructed; 60 RC grave plates cast; 339,602,679 m2 debris collected; 10,092,484 m2 grass and bush cleared.
Road maintenance		
Total	300 km	300 km
Highway Mafraq-Zarqa		150 km
PBMC Karak north and south		150 km

Source: Compiled from project documents and based on discussions with programme staff.

Notes:

- (1) The implementation agreement with Al Aghwar municipality was terminated after the first round of works because the 50:50 displaced Syrians to Jordanian participation could not be achieved and there were severe delays in obtaining work permits. The implementation agreement with Al Jalal municipality in Karak was cancelled because of local hostilities to women's participation and risk to project staff. It was replaced by Bab Amman Municipality in Jerash Governorate.
- (2) This list was reported in the November 2020 to February 2021 JP-V Progress Report and differs from the list in the ProDoc which was a provisional list prior to the choice of municipal implementing partners and development of implementation agreements with them.

It was noted earlier under Coherence and validity of design that training was an essential part of the design of the programmes and an aspect of capacity development objective. Both the programmes engaged in training of government officials and contractors' staff. In Jordan aligned with the predominance of municipal works, the targets for training in the JP-V results matrix were 108 for public officials and 18 private sector contractors. The numbers achieved were 183 for public officials and 33 contractors. There was a target of 80 per cent of trainees with increased knowledge but it is not clear how this was to be verified.

In Lebanon the LP-III results matrix included the target of 20 contractors related to the number of items of infrastructure planned. The training provided far exceeds this target and includes: (a) technical training pre-bid for contractors (79 contractors); (b) of contractors on behalf of other agencies (World Bank, UNICEF and UNRWA and NGOs, over 100), and (c) decent work and social safeguards training for NGOs. In addition there is on the job training for contractors during implementation. On LP-IV also the target was training of 20 contractors. So far pre-bid training has been offered to company directors and engineers or procurement

officials of 64 companies. In all 239 individuals have participated of which 40 per cent have been women. The number of persons trained does not ascertain whether the training has been effective. Indicators of effectiveness included are: (a) value of contracts awarded on the grounds that contracts are awarded to contractors whose staff have completed the requisite training, and (b) 90 per cent of contractors do not fail. The project completion reports include a rating of contractors on criteria including quality of works, cost control, project management and supervision, management of labour and suppliers, responsiveness and reporting. Such a rating could be used as an indicator of effectiveness of training which could be considered on EIIP Jordan for contractor operation. It would need to be adapted for municipal works directly implemented by municipalities.

Another issue requiring attention is the cost effectiveness of local resource based technology (LRBT) in the context of relatively high wage rates in Lebanon before the economic crisis and Jordan in comparison with countries in which LRBT has been shown to be competitive. Appendix H shows Lebanon EIIP Team comparison of the cost estimates of constructing agricultural roads and irrigation canals by LRBT methods with higher labour content and conventional equipment based methods during LP-I+II in November 2017. The evidence showed that LRBT method costs were 8 to 9 per cent higher than conventional equipment based methods. However if roads are constructed by the LRBT approach 40 per cent of project expenditure would be paid to workers compared with 10 per cent for the equipment based approach. For canal construction, the respective figures are 35 per cent for LRBT and 19 per cent for equipment based. The higher proportion of project expenditure going to EIIP workers contributes to their families' livelihoods and the local economy. The lower wage rates in Lebanon after the economic crisis and higher material and equipment costs may well have changed the picture. The EIIP wage rate in Jordan was lower than in Lebanon before the decline of the wage rate since early 2020. Updated exercises in both countries, similar to that in Lebanon five years ago reported in Appendix H would form a more sound basis for planning works, training contractors and making the case for expanding the employment intensive approach.

Training on the rationale for the LRBT approach and costing of works and supervision and guidance on site are essential for efficient operations. Some contractors in both countries recognised the social responsibility dimension of EIIPs and indicated that even if EIIP projects were less profitable because of the strict bidding rules they were nevertheless worthwhile. It is evident from the list of EIIP contractors and interviews with a selection of them that a number of them have bid for and won more than one EIIP contracts and new contractors are being attracted by EIIP Lebanon. The economic crisis in Lebanon and fewer public and private sector contracts have also made EIIP and other externally funded contracts more attractive.

At the strategic and policy level, guiding principles are required on the cost differential between the LRBT approach and the conventional equipment based approach which is acceptable. The acceptability of higher costs of the LRBT approach up to a certain percentage (for example, up to 10 per cent⁷⁶) would be justified on the grounds of the employment generation objective and the higher proportion of the cost paid to workers leading to higher impacts on the local economies. Such guidance if adopted at the policy level would signal a pro-employment oriented strategy.

When compared with projects with the sole purpose of "cash for work", EIIPs will always be less "efficient" if the objective is being cost-effective in transferring cash with no consideration of whether the work is productive. At FGDs with participants in Jordan and Lebanon, some with experience of other CFWs stated that there was much more rigorous work requirement and monitoring of supervision on EIIP projects than other CFWs. Being issued a contract with terms and conditions and occupational insurance was also appreciated. As the discussion in *Coherence and design validity (CVD1)* and earlier under this sub-criterion indicates very high labour intensity requirements on JP-V limits the ability to invest in asset creation in contrast with the EIIP Lebanon. The municipal works in Jordan are focused on maintenance of municipal works and provision of services which fits into the EIIP Public Employment Programme (PEP) approach with

⁷⁶ The suggested figure is based on the Lebanon programme team's cost comparison of labour-based and conventional construction of rural roads and irrigation canals. Further studies are recommended before setting the figure which may differ between countries and types of works.

wider scope.⁷⁷ In this respect as noted earlier there is a difference between EIIP Jordan and EIIP Lebanon partly explained by the higher stipulated labour intensity for these works in Jordan and partly because municipalities with limited resources are required to meet the materials, tools and equipment costs which contrasts with EIIP Lebanon. It is not clear whether this differentiation between EIIP Jordan and EIIP Lebanon is a deliberate strategic choice. This aspect is considered further in later sections.

In summary on **EFN1** if financial efficiency is indicated by the ability of programmes to: (a) meet or exceed works targets; (b) exceed the number worker days targets, and (c) extend phases to complete projects within their budgets, both JP-V and LP-III have been financially efficient.⁷⁸ The use of personnel, systems and processes have developed levels of efficiency and effectiveness over the phases. Differences between JP-V and LP-III and LP-IV have been identified under **CVD1** and earlier in this section. JP-V has operated in a more stable environment with an established model. While the activities undertaken in JP-V in partnership with municipalities have varied, they have been light on asset creation. The differences in the stipulated labour intensities and the municipalities being required to contribute most of the non-labour costs are contributory factors for the differences in the types of works between JP-V and the phases in Lebanon. Further, there has not been the need to and opportunity for innovating on new types of partnerships and projects as has been the case on EIIP Lebanon.

The second specific question (**EFN2**) refers to synergies for cost sharing. There are cost sharing and other synergies within the programmes from overlapping phases as long as phases are at different stages. Since there are delays and need for preparatory activities at the beginning of phases, important benefits are better and more evenly spread use of the time of programme staff who can combine the overseeing of the end of one phase with preparation for the next phase and achieving programme continuity. JP-V in Jordan benefited from the overlap with JP-III and JP-IV and LP-III benefited from the overlap with LP-I+II and LP-IV with LP-III. There is also learning for later phases from previous phases. However, if overlapping phases are implementing projects in parallel there is greater pressure on project staff which constrains their ability to make improvements and develop initiatives.

In Jordan a cost sharing synergy with wider benefits was the collaboration within the CFW Working Group to address the work permit issue for displaced Syrians. There have been a number of reasons for delays and difficulties in obtaining suitable work permits for displaced Syrians to participate in EIIP projects and wider access to employment in permitted sectors for non-Jordanians.⁷⁹ Recent reasons have been issues with the IT system for processing applications from displaced Syrians, inconsistent procedures between MoL directorates and during and after the COVID-19 pandemic, reduced MoL staffing levels. The EIIP Jordan team with support from ILO ROAS has been working with the CFW Working Group and MoL on a number of initiatives including a policy paper to exempt displaced Syrians from fees for migrant workers and to open the possibility of flexible work permits for displaced Syrians. .

In December 2020 MoL issued a new regulation introducing a temporary work permit for the CFW sector. The flexible work permits model has been extended to permit displaced Syrians to work in all sectors and occupations permitted for non-Jordanians. In May 2021 the Project Support Unit (PSU) financed by GIZ with ILO support was set up within the MoL by the CFW Working Group. The PSU has a fulltime presence to work closely with MoL in improving the process of issuing work permits for displaced Syrians and developing SOPs and established guidelines for the process.

It was noted under **RS2** that in Lebanon there was potential for greater synergies in the partnership with UNDP in LP-III. The envisaged synergies in project selection and sharing costs of some functions did not materialise and the partnership was discontinued in LP-IV. Nevertheless there were some benefits for EIIP

⁷⁷ PEPs encompass provision of public goods and services to generate employment opportunities. Their wide scope includes infrastructure development and maintenance, green works through natural resource management and environmental rehabilitation, building social assets (e.g. schools, hospitals, and water facilities) and services for improving health care, education and sanitation, and can also include wider social services (see EIIP (n.d.) *Public Employment Programmes (PEPs): Creating decent jobs through national investments*, ILO).

⁷⁸ LP-III extensions have been no-cost. The last extension for JP-V was with cost (additional contribution by the donor of Euro 900,000 (USD 1,021,566).

⁷⁹ Non-Jordanians including Syrians working as migrant workers in Jordan has been a well established practice.

from the collaboration with UNDP in dealing with shocks as explained under **EFN1**. The Hiya Tabni project to increase women's engagement and skills development was jointly implemented with UNDP and NGOs. Further, UNDP was able to mobilise the "Forestry management" project in LP-III by engaging NGOs and overseeing the project.

There have been synergy benefits wider than cost savings in Jordan and Lebanon which took two forms. The first is dissemination of the employment intensive approach and related good practices which have the potential of extending the employment intensive approach. The second is coordination and collaboration with other agencies implementing EIIP and CFW projects, including the demonstration effect on setting up initiatives.⁸⁰ Examples of the first are the lead taken by EIIP Jordan in developing the Standard Operating Procedures (SOP) for CFWs in Jordan and preparation and promotion of the "Employment Intensive Projects Guidelines" prepared by the EIIP Lebanon.⁸¹

The focus of the SOP in Jordan is on developing a common approach for the CFW sector to reduce competition and contradictions between EIIP and other CFWs. This has been reinforced by coordination between agencies providing support through CFWs to avoid duplication of activities within localities. In the "Guidelines" in Lebanon, there is greater focus on disseminating LRBT practices. In Lebanon the potential for disseminating and influencing was enhanced by: (a) "embedding" an ILO EIIP expert as advisor in MoSA; (b) endorsement and dissemination of the "Guidelines" by the two partner ministries, MoSA and MoL, as an approach for providing employment based livelihood support.

Examples of the second type (collaboration, coordination and effects in the formation of other projects and initiatives) in Jordan include: (a) MPWH adopting performance based management contracts (PBMC) and establishing routine maintenance teams for roads; (b) technical advice and support for the World Bank financed Municipal Services and Social Resilience Project (MSSRP),⁸² and (c) continuing collaboration and coordination with members of the CFW Working Group referred to above in connection with work permits⁸³ and with the ILO PROSPECTS project funded by the Government of Netherlands to support refugees and host communities through education and training, decent work and inclusion. The demonstration effect of Jordan EIIP has made some contribution to the initiation of the Italian government funded green jobs and home enterprise development EIIP project in 2020.

Examples of the second type in Lebanon are: (a) the collaboration with MoPWT on road maintenance projects; (b) collaboration with a number of NGOs in implementing projects referred to under **EFN1**; (c) training for other KfW partners and others implementing employment intensive and CFW works (UNRWA, UNICEF, CDR, Caritas and Palladium); (d) participation with UNDP and WFP in the Strategic Taskforce for Cash Assistance created by the UN Resident Coordinator to review and update as required the EIIP and CFW wage rate, and (e) engagement with the World Bank and Council for Reconstruction and Development (CDR) in connection with the World Bank financed Roads and Employment Project which involved a study to assess the employment impact of the investment and a training programme for contractors.

4.5 Project progress and effectiveness (PR&EFF)

PR&EFF1 is concerned with the development objective and how the achievement of output targets and outcomes contribute to the development objective. As Appendix B shows the development objectives are in different forms in the phases of the two programme. In LP-III and LP-IV the high level impact referred to as the "Programme Objective" in the log frame to "Strengthen resilience of local host communities by improving livelihoods for host community members and Syrian refugees through job creation and infrastructure development" is aligned with the impact level in the RBM framework (see Table 2 and the related commentary). For JP-V, the highest level objective referred to as "Programme Impact" in the results matrix is "Syrian refugees and Jordanians have better living conditions because of increased employment and

⁸⁰ These synergies cannot all be attributed to the phases being evaluated. They arise out of the continuing EIIP programmes.

⁸¹ ILO EIIP et al (2018) for Jordan SOP and ILO EIIP, MoSA, MoL (2019) for the Guidelines in Lebanon.

⁸² The first MSSRP Project Manager was formerly a national expert on the EIIP.

⁸³ The CFW Working Group consists of representatives from GIZ, KfW, NRC, AICS, UNOPS, UNESCO, UNICEF, WFP, ACTED, UNHCR and ILO.

improved infrastructure” aligns better with the outcome (expected effect of the outputs) than the impact (long-term or higher level likely or actual effects) in the RBM framework. To reconcile these, it is noted that the theory of change for JP-V in the ProDoc identifies “improved living standards of the direct beneficiaries”, “lesser tensions between communities” and “increased resilience of refugees” as results.⁸⁴

The combination of these three elements in the theory of change statement for JP-V broadly align with the programme objective for LP-III and LP-IV with one distinction. The LP-III and LP-IV programme objective refers to resilience of the host community while the statement for JP-V refers to the resilience of refugees. The OCHA definition⁸⁵ of resilience applicable in this context is “the ability of communities and households to endure stresses and shocks. Communities and households are resilient when they are able to meet their basic needs in a sustainable way and without reliance on external assistance”. The two programmes aim to develop resilience in the sense of the OCHA definition for both the host communities and the displaced Syrians.

Based on the considerations outlined above, the evaluation of the sub-criterion **PR&EFF1** for LP-III, LP-IV and JP-V takes the development objective to be to “strengthen resilience of local host communities *and displaced Syrians* by improving livelihoods for host community members and Syrian refugees through job creation and infrastructure development.”⁸⁶ A related aspect which the programmes attempt to address is to engender more harmonious relationship between host community members and displaced individuals and communities. The programme documents do not make it clear whether this is an aspect of resilience and therefore an objective of the programme⁸⁷ or a by-product of developing resilience or a condition to be met by the programmes. The programmes have attempted to gauge their effects on relations between host community and displaced Syrians through surveys of EIIP workers and interviews with stakeholders.

The outcomes in the form of: (a) employment generation; (b) asset creation, improvement or maintenance; (c) strengthening institutional and technical capacity for sustainability, and (d) improving employability are broadly similar across JP-V, LP-III and LP-IV.

Table 5, Table 6, Table 8 and Table 9 show the achievements of LP-III and JP-V on the employment and asset creation targets. Table 7 and Appendix G show the progress made by LP-IV up to the end of April 2022. The commentary under **EFN1** referring to the tables shows that targets for short-term employment generation and asset creation, improvement or maintenance have been met for JP-V and LP-III and are on track to be met for LP-IV, albeit with differences between Jordan and Lebanon in two respects: (a) the greater emphasis on asset creation in Lebanon, and (b) the need for the Lebanon EIIP to respond to multiple crises in addition to the influx of refugees.⁸⁸ The employment generation measures also include targets for participation of women which have been met comfortably or exceeded.⁸⁹ The targets for training of municipal staff and contractors have been met and contribute to capacity development for managing and implementing EIIP works. The employability of participants remains a challenge largely because of the distressed labour market conditions.

The study in Lebanon⁹⁰ included a sample survey of 200 workers from 8 projects. In addition, the study included a stakeholders’ perception survey. Prior to employment on the EIIP projects, 56 per cent of survey respondents were unemployed or worked less than 10 days per month, 31 per cent had been searching for

⁸⁴ The theory of change in the JP-V ProDoc is the same as in the JP-IV ProDoc. Evaluation of programme level objective has been made more inclusive by including resilience of Syrian refugees for Lebanon (also see comment on the programme objective in Appendix B) and resilience of host communities for Jordan.

⁸⁵ UN Office for Coordination of Human Affairs

⁸⁶ It is possible that the exclusion of the resilience of displaced Syrians from the LP-III and LP-IV programme objectives is because of national sensitivities since the GoL position is that displaced Syrians should return to Syria as soon as possible. However, while they remain in Lebanon attempting to develop their resilience is a valid objective from the humanitarian perspective.

⁸⁷ The aspect of resilience here is the ability of communities to live harmoniously and hence not needing external intervention to deal with tensions.

⁸⁸ See **PR&EFF3** below.

⁸⁹ Also see **PR&EFF2** below.

⁹⁰ Consultation & Research Institute (2021) *Final Report Employment Intensive Infrastructure Programme in Lebanon workers survey and perception survey on infrastructure projects: Final report*, June.

work, 11 per cent had worked for 5 to 10 days per month and 9 per cent less than 5 days. Forty-four per cent of Lebanese had fulltime jobs before EIIP work while only 6 per cent of Syrians had fulltime jobs. The respondents' jobs had been unskilled or semi-skilled before EIIP participation. Income from project employment increased the incomes of Lebanese workers' households by about 60 per cent and of Syrian workers' households by 155 per cent indicating much lower incomes of Syrian households before participation. The wages earned were mostly spent on basic living expenses (97 per cent of respondents), repaying or servicing debt (44 per cent) and increasing savings (18 per cent). Only two respondents made reference to meeting medical expenses and education. About one-third of respondents wanted the EIIP employment to last longer for sustained improvement in their livelihoods. About 17 per cent stated that the pay was too low.⁹¹

Table 10 uses the Lebanon survey evidence on respondents' employment status before EIIP participation and after. The evidence indicates that the overall employment situation for respondents is worse after EIIP employment. This does not imply that EIIP employment has made the situation worse. More likely that the economic and employment situation worsened. About 46 per cent of those who had fulltime jobs before EIIP employment (mostly Lebanese) stated that they had lost their job because the employing business had closed. In spite of the worse employment situation, half the respondents stated that they had acquired new softer and technical skills on the job. Although the employment status of respondents is not improved after EIIP employment according to Table 10, a large majority of respondents (78 per cent) believed that their work in the project will help them find employment in the future.

Table 10: Survey evidence on employment status of EIIP workers before and after EIIP Lebanon employment

Employment status	Before/during EIIP employment			After EIIP employment		
	Lebanese	Syrian	All	Lebanese	Syrian	All
Currently employed on an EIIP project (%)				16	6	9
In fulltime employment (other than an EIIP project) (%)	44	6	18	13	2	5
Several days per week but not fulltime (%)	15	31	26	15	8	10
10 days or less per month (%)	13	23	20	6	14	12
Unemployed and looking for work (%)	21	36	31	42	66	59
Not employed, not looking for work (%)	8	4	5	8	4	5
Total	101 ⁽¹⁾	100	100	100	100	100

Source: Consultation & Research Institute (2021) *Final Report Employment Intensive Infrastructure Programme in Lebanon workers survey and perception survey on infrastructure projects: Final report, June*.

Note: (1) Adding up to 101 instead of 100 because of rounding.

Two studies in Jordan provide evidence on the impact on livelihoods and some insights on employability after EIIP participation. The first study, a worker's survey had a sample of 350 workers, about 9 per cent of the total number of workers who registered to participate in JP-V. The survey was supplemented by focus group discussions with other local stakeholders.⁹² Prior to employment on the EIIP projects, 71 per cent of workers, were not in employment, and for those who were in employment, the EIIP working conditions and benefits

⁹¹ Survey respondents included those who had participated pre-October 2020, when the wage rate was LBP 30,000 per day, and participants October 2020 onwards whose wage rate was LBP 50,000 per day.

⁹² Excel Consulting (2022) *Workers Survey: Phase V of the project Employment through Labour Intensive Infrastructure (EIIP) in Jordan*.

were better, better pay and shorter working hours. EIIP wages were considered to be a very important source of income by respondents with the majority of workers indicating that their households were either fully dependent on EIIP wages (no other source of income), or predominantly reliant on EIIP wages (most important source of income). Syrian workers' households were more reliant on the EIIP wage than Jordanian workers' households. The largest categories of spending EIIP wages were rent, paying off debts, and food. The spending of EIIP wages by Syrian workers was more concentrated on fewer items, rent and paying off debts.

Following the EIIP job, only 15.4 per cent of workers were able to find a job, and at the time of the survey 10.3 per cent were employed. A possible reason for this apparently worse situation after EIIP employment is the distressed labour market situation made worse post-COVID. In the light of the labour market challenges, two of the employability output indicators (*1.2. Percentage of Jordanians and Syrian refugees graduating from skills training who access employment after one month of completing the training*) and (*1.3. Percentage of Jordanians and Syrian refugees placed who are that retained after four months of completing the training*) were removed with the agreement of the donor. The programme has exceeded the target for giving access to project participants to labour market oriented vocational training (Target: 100, 30% women, 3% PwD, 50% Syrian refugees. Achieved: 168 (37.5% women, 3.6% PwDs, 51% Syrian refugees), though the number is under 4 per cent of all participants.

Although EIIP employment does not appear to have a direct link with subsequent employment, for a large majority of survey respondents the experience had improved self esteem and confidence to seek out more employment⁹³ though the labour market situation has constrained their ability to obtain jobs. Some female workers indicated that they were not comfortable when working in open public spaces such as roads because of social norms and verbal harassment.

The second study in Jordan based on a pre- and post-participation assessment was focused on a single municipality, Mu'ab in Karak Governorate, and sought to compare the direct effects of participation for Jordanians and displaced Syrians and potential longer term impacts. The methodology was pre- and post-EIIP project participation interviews with participants and focus group discussions with programme managers and other stakeholders. The study has also been referred to below in connection with the programme's effects on social cohesion and municipal level management. According to the study, the most direct positive effect of the programme has been to contribute to fulfilling immediate needs of the participants and their households.

About 63 per cent of all participants had been unemployed or out of the workforce before the EIIP projects started in Mu'ab. A significantly larger proportion of Jordanian participants (82 per cent) were without employment prior to the programme compared with Syrian participants (47 per cent). Less than 10 per cent of female participants and one-half of the male participants had not had any employment prior to the programme. Almost every participant who had been employed before the programme had been in some form of casual irregular employment. Only 2 per cent of the participants had been employed full-time before the programme.

In contrast to previous employment and by implication unskilled employment available in the municipality, the EIIP projects provided stable and regulated work for a limited period of time (8 weeks). The income from the programme was mainly spent on covering the daily expenses of the participants during the programme period. The programme contributed to indirect positive effects through money being spent locally. Having secured the EIIP employment opportunity, at the beginning of the programme only 8 per cent of participants were worried about meeting their daily needs most of the time. Two months after programme participation about 80 per cent of respondents were worried about meeting their daily needs, reflecting greater optimism when EIIP work was secured and uncertainty and insecurity when the participants had to again rely on the precarious labour market conditions. The participants were motivated to seek further employment after programme participation in a labour market with limited opportunities leading to higher labour market participation and higher unemployment. The same trend was seen in other municipalities during phases III and IV.

⁹³ For a small proportion of women it has been less positive (see **PR&EFF2** below.)

The three studies also collected evidence on relations between host community members and displaced Syrians and their wider implications. According to the Lebanon study⁹⁴ most Lebanese and Syrian participants were positive about relations between workers from the two communities (92 per cent of participants responded that relations were “very agreeable” or “agreeable”). Further, 79 per cent of respondents agreed or strongly agreed that the level of trust between the communities had increased as a result of participation on the project. The perception survey with wider stakeholders broadly reflected participants’ responses on the increase in the level of trust. Sixty-three per cent of Lebanese workers believed that the presence of Syrian refugees in their area had increased competition for jobs. Forty-one per cent of stakeholders believed that Syrian nationals have created unfair competition on the job. There is evidence that the wage rates of Syrians outside the EIIP projects are lower than those of the Lebanese. At the same time, 72 per cent of Lebanese workers and 63 per cent of wider stakeholders believed that the presence of refugees in their localities had attracted funds to their community. No tension between Syrian and Lebanese workers was detected on EIIP worksites. However, respondents believed that there were rising tension between communities at the national level.

The Excel Consulting (2022) study in Jordan concluded that the programme made a significant positive contribution to social cohesion and peace. Applying an index to assess the contribution of the programme in building social cohesion and peace between Jordanians and Syrians yielded an average score of 12.8 (16 being full/strong contribution to social cohesion, and 4 being no/weak contribution). The majority of workers agreed that working on the project and the job opportunities generated by the project reduced tensions between workers of different nationalities.

According to Stave et al (2022), the programme’s effect on the relationship between Jordanian and Syrian participants has been very positive and had lasted two months after EIIP employment when the post-participation survey was conducted. At the start of the programme, there were tensions between the two nationalities, mainly based on the common perception by Jordanians that Syrians are supported to an unfair degree compared to Jordanians and that they take up jobs that should have been secured for Jordanians. However, these tensions diminished over time. There was also evidence of increased social interaction between Jordanian and Syrian participants after the programme, and also between the participants and members of the wider communities and an increase in Jordanian participants’ trust in Syrians. The same trends were seen in studies in other municipalities in earlier phases. There is also contribution to social cohesion arising from the improvements resulting from the works.

There is an important qualification to the conclusions from all three studies. Host community respondents, Lebanese and Jordanians, have benefited from participating in the programmes. Host community members looking for work who could not participate are more likely to have the perception that displaced Syrians are being unfairly favoured and such a perception would be understandable from their perspective. However, such concerns are not effects solely of the EIIP interventions but consequences of the challenging labour market conditions worsened by the presence of displaced Syrians. The majority view from the surveys of workers in the two countries and from other stakeholders was that the programmes decreased tensions between members of the host and displaced communities participating in the programme with wider positive effects in the community. In summary, the programme phases had the high level objective of strengthening resilience of local host communities and refugees by improving livelihoods for host community members and Syrian refugees through: (a) short-term job creation; (b) improving employability of participants post-participation; (c) longer term impacts on employment and livelihoods of improved assets, and (d) sustainability of the employment intensive approach beyond the programmes in other concurrent and future interventions and in the future as a part of government policy. Before commenting on these further, a distinction is made between the means (a) and (b) on the one hand and (c) and (d) on the other.

Short-term job creation (a) and improving employability (b) are targeted at the participants and their households while longer term impacts on employment and livelihoods resulting from improved assets (c) and sustainability of the employment intensive approach (d) have wider impacts.⁹⁵ The evidence shows that livelihoods of participants’ households are improved while they are employed on EIIP projects. Further, they

⁹⁴ Consultation & Research Institute (2021)

⁹⁵ There are some wider indirect and induced benefits arising from (a) which are referred to under *Impact orientation*.

benefit from decent work conditions and levels of pay comparing favourably with market rates. Inclusion of women and non-discrimination are also distinctive features of the employment generated.⁹⁶ However, the improvement does not persist beyond project employment for most since they revert to casual employment in distressed labour markets for unskilled work in both countries. Providing employment for short durations to supplement livelihoods is a valid approach but for it to be resilience building it would need to be on a sufficient scale and regular such as an employment programme or employment guarantee. This aspect is considered further under **SU1**.

On improving employability, the contribution of JP-V, LP-III and LP-IV are relatively modest. As noted earlier under **PR&EFF1**, under JP-V 4 per cent of the participants have received vocational training and the stated objective of placing a proportion of them in employment in the JP-V ProDoc was deleted because of challenging labour market conditions. On LP-III and LP-IV there is some evidence of on the job development of skills related to asset creation, maintenance and repair and training for women under the Hiya Tabni initiative. Under LP-IV between 5 and 10 workers per project, a small proportion (on average between 1 and 2 per cent of workers on a project⁹⁷).

The longer term livelihood impacts for the wider community would be through the benefits from assets improved by the two EIIP programmes (c), and sustenance of the employment intensive approach (d) to continue providing episodes of short-term employment and improved assets. The first of these depends on whether the assets created are orientated towards creating economic value such as for example investment in rural roads which improve livelihoods of farmers by improving access to markets. An economic appraisal of the benefits of three LP-I+II projects (2 roads and a market)⁹⁸ showed increased and higher value agricultural production and better product prices contributing to improving livelihoods.

This is not to say that works which improve the community habitat such as municipal community works in Jordan or works contributing to protecting the environment and providing services do not have value. However, the focus of such activities is more towards employment generation than the value of the output of the employment. By implication, the expected longer term livelihood impacts of such activities are low and difficult to assess.⁹⁹ The value of such works in improving the living environment of the community and reducing damage to the environment need to be recognised in the programme rationale. Sustenance of the employment intensive approach depends on the development of technical and management capacities and policies of national governments and others to continue the employment intensive approach based on the employment generation and wider economic and non-economic benefits of the EIIP approach within the context in Jordan and Lebanon. This aspect is revisited under *Sustainability*.

PR&EFF2 refers to the contribution of outputs and outcomes to the mainstreamed strategies - gender equality, social dialogue, poverty reduction and labour standards. Under *Relevance and strategic fit* it was noted that aspects of decent work which encompass the mainstreamed strategies are delivery of a fair income, equal opportunities and treatment for all, adequate health and safety measures and insurance in the workplace and freedom to express concerns. Under *Coherence and validity of design*, how the issue of “voice” for those employed on the programmes and those who feel excluded has been covered. On gender equality, the principle of equal pay for work of equal value has been applied by both programmes. The workers’ survey in Jordan shows evidence of the application of this principle in practice with virtually no difference in the range of pay received by men and women. The workers’ survey in Lebanon makes reference to the same level of wages for women and men. Women workers during FGDs in both countries expressed satisfaction with the wage rates on the programmes and pay equality.

Many Syrian refugee households and vulnerable Jordanian and Lebanese households have acute livelihood needs which put pressures on female members of households to seek work. While there is a tradition of

⁹⁶ See **PR&EFF2** below for more on women’s participation.

⁹⁷ The average number of participants per project is 508 for the projects under LP-IV for which the number of participants was known at the end of April 2022 (see Appendix G). 5 to 10 participants is between 1 and 2 per cent of the average employment per project.

⁹⁸ Consultation & Research Institute (2022) *Economic Impact Study for Three EIIP projects: Final Report – January 2022 (Lebanon EIIP)*.

⁹⁹ See **EFN1** on the wider scope of PEPs.

women working in farming in rural areas, giving women access to work on the EIIPs was considered a challenge because of the cultural barriers against women working outside the home, especially in open public places and in construction activity. In this context both programmes have done well to increase women's participation targets and meet and exceed the targets.¹⁰⁰

The targets were increased and attained by a variety of means, including publicising and influencing through community leaders and communication channels, being sensitive to cultural norms about the types and locations of work suitable for women, targeted outreach, accommodating women-only work teams, direct payment of wages to women, and training contractors on gender responsive recruitment and workplace practices. An aspect related to gender responsive work practices which is of wider relevance is the principle of equal pay for work of equal value and the rationale underlying task work which has been referred to earlier under **EFN1**.

As noted earlier JP-V in Jordan has met the target of a minimum of 30 per cent women's participation raised from 15 per cent in the previous phase (see Table 8). In LP-III in Lebanon participation was 27.8 per cent against the 15 per cent target. The Hiya Tabni initiative in collaboration with UNDP referred to under **EFN1** demonstration effect and equal pay for work of equal value and decent work conditions have contributed, a factor has been the economic crisis and the more labour intensive additional projects under LP-III.¹⁰¹

From FGDs with women project workers in Jordan and Lebanon, some of the most effective influencers for women's participation appear to be the demonstration effect of other women working (including women supervisors and engineers), how they are treated at work and the reliability and regularity of payment directly to them. On earlier phases and in JP-V, LP-III and LP-IV, women have worked in a variety of mixes, for example in some cases with their male family members, in some cases in teams of women only and in some in mixed teams. In Jordan, women only road maintenance teams have been effective in themselves and a model for the future. Some wider benefits of inclusion of women on the two EIIPs are their empowerment and either new entry into the labour market or better reward and treatment at work. In Jordan, additional funding of USD 208,530 for special intervention to target women was alongside the final tranche of funds received from the donor for JP-V to reinforce the strategy to increase women's participation which includes awareness training of municipal and contractors' staff, all women teams in community infrastructure works and road maintenance and promoting women to team leader and supervision roles. The training content for contractors in Lebanon includes social safeguards and occupational safety and health. A key part of the role of the SSOs is to monitor compliance. In Jordan the training material includes decent work requirements. In interviews at sites some stated that when they learnt about the employment opportunities, at first they were suspicious because of previous bad experiences of not being paid regularly or less than what was advertised and difficult working conditions. In both countries there is evidence of enhancements of the approach to address the mainstreamed agenda. The Annexes to the LP-III Progress Report 1¹⁰² set out a comprehensive approach and instruments for addressing the mainstreamed agenda.

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

The two elements under **PR&EFF3**, the extent to which the programme phases responded to COVID-19 and to the economic crisis in Lebanon are considered separately since the economic crisis part relates to Lebanon only. On the response to COVID-19, there are two dimensions: (a) measures to protect the workers and all others engaged in the programmes, and (b) intervention to provide additional livelihood support to counter the adverse impact of COVID-19. In Jordan JP-V operations did not start until early 2021 and therefore its operations were not affected by the lockdowns and restrictions in 2020. Nevertheless, the works were affected by restrictions and precautions in response to COVID-19 during 2021. Safeguarding measures to protect workers included providing additional protective clothing, sanitiser and face masks, and ensuring

¹⁰⁰ Reference has been made under **EFN1** of one municipality in Karak in which local sensitivities on women's participation were too acute to implement activities.

¹⁰¹ See Table 7 and related discussion under **EFN1**.

¹⁰² EIIP Lebanon Team (2019b).

greater separation between workers on sites. The programme also raised awareness of project workers and municipal staff of the need to adhere to safeguard measures against COVID-19 and other OSH safeguards. It also provided digital training material on online training in LRBT and for vocational skills development. Following the GoJ Defence Order 32 which made avoidance of COVID-19 vaccination an offence, issuing of work permits required evidence of vaccination from August 2021 and all workers on site were required to have evidence of vaccination from September 2021. The programme took the initiative to vaccinate all unvaccinated workers on projects.

A survey of a sample of Syrians and Jordanians who had received support or participated in schemes implemented by the ILO in Jordan to conduct a rapid assessment of the initial impact of COVID-19 in 2020 revealed that 35 per cent of all Syrians and 17 per cent of Jordanians who were in employment before the crisis had lost their jobs permanently. Ninety-two per cent reported that their household income had decreased due to the coronavirus crisis. Effects of the COVID-19 shock is likely to have persisted into 2021. While some of those whose livelihoods suffered as a result of COVID could have benefited from employment on earlier phases of EIIP Jordan and on JP-V from 2021 onwards, there was limited adaptation of JP-V to address the impact of COVID. In summary the impact of COVID-19 on the phases was relatively modest and the response focused on measures to protect workers and others from COVID and limited on alleviating the impact on livelihoods. In Lebanon on the protection of workers and others, there were three government regulation imposed lockdowns affecting LP-III projects¹⁰³ and strict implementation of COVID-19 measures during implementation. Contractor training after the first lockdown was online and there were several awareness raising sessions for contractors on COVID-19 measures.

By contrast with Jordan in Lebanon, as noted under **EFN1**, during LP-III there was some adaptation of the implementation plan to protect jobs, notably the “Agricultural works” and “MSME support” projects which were responses to COVID-19 in addition to the cash transfers to those who were employed on projects but could not participate because of suspension of works during the 3 lockdowns. Again as noted in **EFN1** the adaptations in the implementation plan addressed a complex situation with multiple crises¹⁰⁴ with the economic crisis being the most serious. The specific responses to the economic crisis were: (a) addressing the declining wage rate by dollarizing it and collaborating with other partners in the CFW sector to keep it under review to revise as necessary; (b) replacing a building construction project by a forest management project to generate more employment, and (c) asking the contractors benefiting from the wage bill falling in value in USD to employ more workers. The outcome under LP-III has been employment generation being much larger than planned which has responded to the multiple crises. The real EIIP wage rate is lower than pre-crisis but in line with the market wage rate in the crisis situation. Within the available resources and the need for timely action, especially in Lebanon, the responses have been appropriate for the different circumstances the two programmes faced.

4.6 Effectiveness of management arrangements (EFM)

EFM1 addresses effectiveness of governance structures of the phases under the two programmes in facilitating good results and efficient delivery. A number of aspects relevant for addressing this question have been referred to earlier. **CVD1** under *Coherence and validity of design* and **EFN1** under *Efficiency of resource use* highlight the importance of technically qualified monitoring and supervision for efficient management and operations. While the fundamental management arrangements are similar, there are some justifiable differences between the programmes because of their specifics. In both countries the management arrangements were shared between overlapping phases.

The organogram of the Lebanon EIIP team in

Figure 1 shows the structure of the EIIP Lebanon team for the projects implemented by the ILO during LP-III¹⁰⁵ and LP-IV. The CTA is responsible for the planning and management of this part of the programme. Under the CTA a senior engineer supported by two labour-based engineers are responsible for assessing the

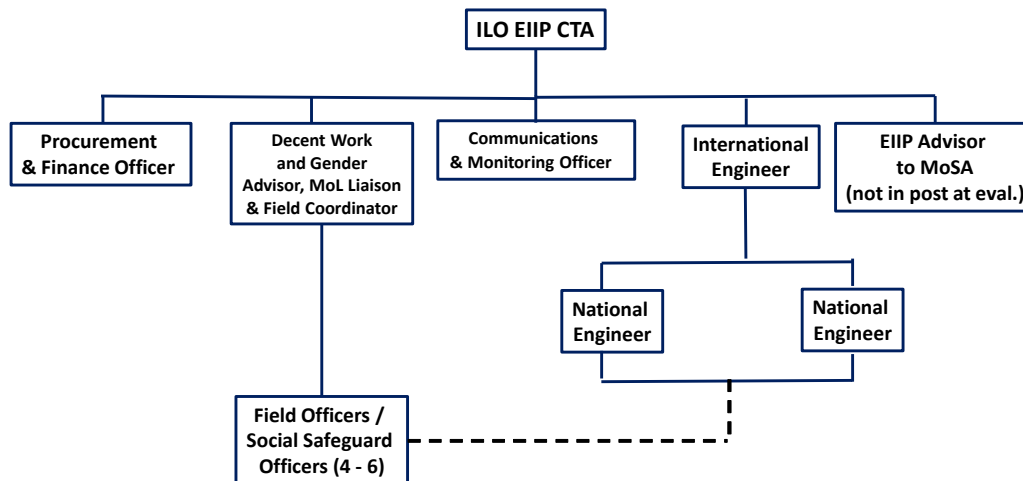
¹⁰³ Mid-March 2020 to mid-June 2020, November 2020 and January to February 2021.

¹⁰⁴ COVID-19, the economic crisis and the Beirut Port explosion.

¹⁰⁵ LP-III was a collaboration between ILO and UNDP. See **EFN2** for evaluation of the collaboration and later in this section for the governance aspects of the collaboration.

suitability of projects for LRBT treatment, design of projects, and oversight and support for projects implemented by contractors and other partners. They also contribute to the technical aspects of the process of preparing bids for contractors and assessing them. The non-municipal projects in LP-III and LP-IV¹⁰⁶ were under the overall management responsibility of the CTA with reporting and monitoring support provided by the EIIP Lebanon team.

Figure 1: The Lebanon EIIP organisational structure (component implemented by the ILO only)



Source: Project documents and interviews with team members

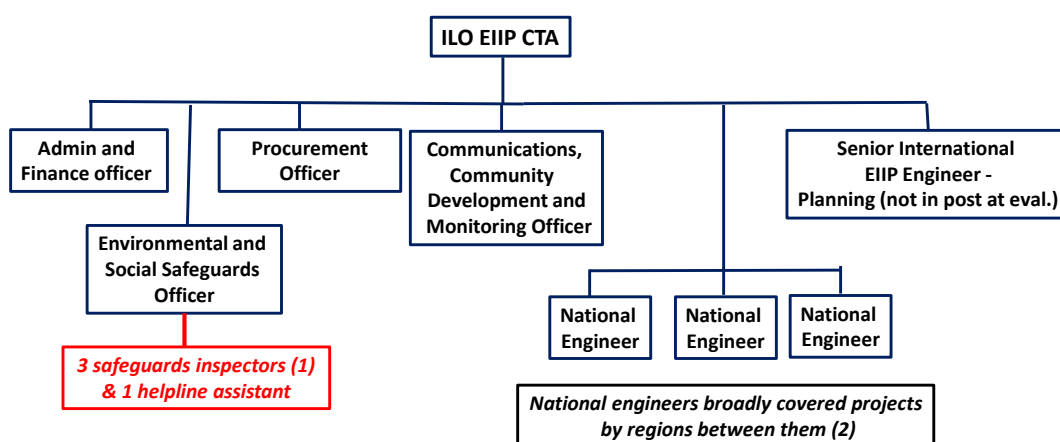
The communications and monitoring officers in EIIP Jordan and EIIP Lebanon are responsible for the employment database, reporting and monitoring the employment targets and the commissioning of labour surveys and project impact reports. In Jordan the officer was supported by the monitoring and evaluation assistant for managing the data base and had responsibilities for community development which included improving participation of women and PwDs. In Lebanon, the decent work and gender adviser appointed during LP-III has played a key role in increasing female participation in collaboration with UNDP and other partners.¹⁰⁷ The adviser’s role also includes liaison with the Ministry of Labour (MoL) in relation to the employment intensive approach in general and work permits for Syrian refugees in particular. During the economic crisis the decent work and gender advisor’s role has included continuing participation in the CFW Working Group and later in the Strategic Taskforce for Cash Assistance to seek remedies for the decline in the purchasing power of the EIIP wage rate, leading to its dollarisation and continued monitoring. Procurement is clearly an important function for the selection and engagement of contractors and is combined with the finance function in one post.

The Field Officers / SSOs have a key role in monitoring and supervision on project sites. They are responsible not only for the environmental and social safeguards and compliance with decent work conditions but they provide technical oversight and guidance on site. While the SSOs are under the responsibility of the Decent Work and Gender Advisor, for their technical oversight functions Figure 1 shows a line to indicate coordination between the Labour-based Engineers and the SSOs. The EIIP Advisor in MoSA has an important role with respect to influencing policy, project selection, coordination of the Project Management Committee (PMC) and engagement with other actors in the livelihood sector, though at the time of data collection for the evaluation the post was not filled. The structure described here is for the ILO implemented projects which applies to LP-III and LP-IV. LP-III was a collaboration between ILO and UNDP with the EIIP CTA being in overall charge of the ILO/UNDP EIIP programme which has been referred to earlier.

¹⁰⁶ In LP-III, they were the non-EIIP “Agriculture works” and “SMSE support” projects implemented by NGOs and road maintenance projects in collaboration with MoPWT (see Table 6 and related discussion under *EFN1*). In LP-IV they were EIIP projects implemented in collaboration with NGOs (LMTA and LRI) and the road maintenance projects in collaboration with MoPWT (see Appendix G and related discussion under *EFN1*).

¹⁰⁷ See *RS1* and *EFN2*.

Figure 2: The Jordan EIIP organisational structure



Notes: (1) The three safeguard inspectors were on External Collaborator contracts and not engaged during the whole of JP-V operations. (2) The national engineers between them covered projects in all governorates with responsibilities geographically distributed between them.

The basic structures and functions in the two EIIP teams are broadly similar and appropriate for the required supervision and monitoring. There are some differences which are summarised in Table 11. Two main differences between JP-V (see Figure 2) on the one hand and LP-III and LP-IV on the other are: (a) the approach to social and environmental safeguards, and (b) adaptation of management arrangements in LP-III and LP-IV to encompass collaboration with UNDP and NGOs to respond to COVID-19, the Beirut Port explosion and the economic crisis. The role of the SSOs in Lebanon combining environmental and social safeguards (ESS) compliance and site supervision has already been noted earlier and works well for EIIP Lebanon. On JP-V in Jordan, the environmental and social safeguards officer was supported by 3 safeguards inspectors on external collaborator contracts for part of operations, an EIIP helpline and a helpline assistant.

As noted earlier, there is an important difference in governance between LP-III on the one hand and JP-V and LP-IV and on the other. ILO was solely responsible for JP-V and LP-IV. As **Error! Reference source not found.** shows in JP-V and LP-IV the programme CTA reports directly to the Deputy Regional Director at the ILO Regional Office for Arab States (ILO ROAS). In LP-III the ILO EIIP CTA reported directly to the Deputy Regional Director. However, the ILO implemented LP-III was part of a UN 2 UN collaboration with UNDP. The contract for implementing EIIP was signed by ILO ROAS with KfW. There was a supplementary inter-UN agency agreement between ILO and UNDP to collaborate to bring together their complementary capabilities and know-how which are outlined below. The EIIP CTA was responsible for the performance of the whole of the EIIP programme.

Following the collaboration between ILO and UNDP during LP-I+II strong complementarities were envisaged between ILO and UNDP as explained under **RS2** leading to the continuation of collaboration under LP-III.¹⁰⁸ Given UNDP's knowledge and experience gained from implementation of LHSP a fast start to the programme was envisaged. In the end, this was not possible because of delays in producing the long list projects for LP-III and the short list was rejected by the Project Management Committee (PMC) apparently based on considerations related to balancing the choice of projects between interest groups. There were also differences between ILO and UNDP procurement and project management practices which could not be reconciled and as a result the envisaged synergies in the collaboration did not materialise. As a consequence the collaboration was not continued for LP-IV. Nevertheless, Lebanon EIIP and UNDP worked well together in responding to COVID-19 and the economic crisis during the latter part of LP-III and remain close partners

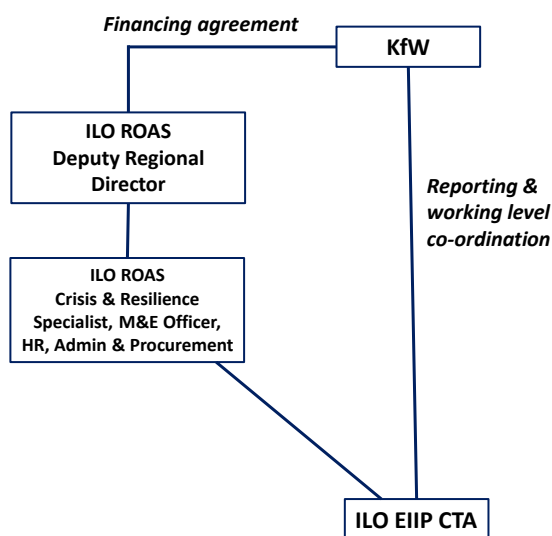
¹⁰⁸ See ILO ROAS (2018) *Employment Intensive Infrastructure Programme in Lebanon: Phase III Project Document*.

in supporting the livelihoods of the poor and vulnerable Lebanese and displaced Syrians through their coordination and cooperation on the Livelihoods Working Party and the Strategic Taskforce for Cash Assistance.

Formally, initiation of the phases of EIIP Jordan and Lebanon and the related financial arrangements are agreed between ILO ROAS and KfW. The EIIP Jordan and Lebanon teams engage with the relevant KfW offices in determining much of the detail of programme and phase design, operations and reporting, which accounts for differences in some key features of the two programmes.¹⁰⁹ ILO ROAS provides oversight and support, approves implementation agreements and expenditure above specified levels for the two programmes. There is a Senior Resilience and Crisis Response Specialist at ILO ROAS who provides technical support. DEVINVEST at ILO Headquarters acts as technical backstop. Implementation agreements with national and local partners and project selection are driven by the EIIP team led by the CTA.

Communication effectiveness between the programmes, the ILO Regional Office and technical department (**EFM2**) are generally effective in both the countries. There is coherent and responsive communication between the programme CTAs and the Regional Office which provides oversight and support, approves implementation agreements and expenditure above specified levels. Coherent and responsive communications contributed to the adaptability demonstrated by the programmes to COVID-19 in both the countries, and to the economic crisis and the Beirut Port explosion in Lebanon. The JCPI backstopping function was important for guidance material for dealing with COVID-19, technical advice and for procurement of expert staff.

Figure 3: Jordan EIIP JP-V and Lebanon EIIP LP-IV governance structure



¹⁰⁹ See the comparison between programmes in Table 4 under *Coherence and Design Validity*, related commentary, discussion of labour intensities under *Efficiency and Conclusions* and Recommendation 2.

Table 11: Overview of management and technical functions and challenges

Key functions	Description of roles	Comparison between programmes
CTA	Overall responsibility for the management, planning and implementation to encompass progress and achievement on the four objectives and training of government staff and contractors. Determination of strategic direction within a phase (to the extent possible) and between phases.	No significant differences in principle. Differences in practice because of the differences in challenges. In Jordan the issues are: (a) managing within the constraints posed by the work permit regulations and process for displaced Syrians; (b) meeting the cost of work permits, and (c) the challenge of shifting the programme more towards asset creation and maintenance activities. In Lebanon the issues have been: (a) adapting the programme to respond to the crises (COVID-19, economic and the Beirut Port explosion); (b) managing the ILO – UNDP collaboration in LP-III, and (c) managing a programme with a mix of contractors and NGOs.
Engineers	Planning and scheduling of projects and works and recording of progress. Supervision, guidance and oversight in the field. Support the CTA on technical parts of training.	No major differences. Senior engineers with expertise in LRBT technology and related planning and implementing are required on both programmes.
Procurement	Procurement of contractors and products and services. Support the CTA on training for contractors on costing and bidding.	This is a key function on both programmes with differences in its nature. The focus is on procurement of contractors in Lebanon (also see “Financial management” below). In Jordan in JP-V the contractor component is small with focus on procurement of tools and H&S equipment for projects implemented by municipal partners. Procurement of materials on JP-V are the responsibility of the municipal partners.
Financial management	Support the CTA in financial planning and budgeting and monitoring and reporting on expenditure and financial stewardship.	The financial management functions are similar between programmes. A key difference is that in Lebanon procurement and financial management are combined in one post which works well because procurement tends to be concentrated within the early stages of phases while financial management is a continuing activity. In Jordan, financial management includes the payroll for project participants who are paid electronically but the payment is managed by the programme office.
Monitoring and evaluation	Monitoring of progress and performance on employment generation (including inclusion) and related data management. Commissioning of related evaluation studies, reporting on them and recommending any actions.	The functions are similar between the programmes with the exception that accurate data on number of days of employment is needed every month to enable processing of payrolls in JP-V. This responsibility is with contractors and other partners in Lebanon. There is monthly reporting in both countries.
Environmental and social safeguards	Monitoring compliance with environmental and social safeguards.	There is no significant difference in the requirements. However the mode of operation has been different between the two countries. In Lebanon, technically qualified SSOs oversee compliance in the field and support the engineers in site supervision. In Jordan the safeguard officer was supported by site inspectors who oversee compliance.
Support	Administration, transport and logistics.	There is no significant difference in the requirements though the specifics differ between programmes because of the scope and when accurate data is required. For example, data entry support was required in Jordan because of the need for timely entry of employment information for paying workers every month. Monthly employment data is reported in Jordan and Lebanon. Lebanon EIIP has a website with a dashboard reporting the data and other information and news about the programme (https://www.eiiplebanon.com/)

The M&E systems and reports, including those for reporting to the donor and ILO ROAS, have evolved over time and are now in sound forms. The systems for recording employment data, project progress and financial information is Excel based which is more than adequate for the purposes. Biannual reports are produced and submitted to ILO ROAS, PROGRAM and the donor. In Lebanon there is reporting to the PMC which meets regularly and monthly updates are provided to the donor and ILO ROAS. As noted earlier EIIP Lebanon employment data is also made publicly available through a dashboard on a website. The project completion reports¹¹⁰ in Lebanon are a very good model for producing a rounded view of the contribution of each project to meeting the programme objectives and wider impact. However, there was some variation in the information provided and the form in which it was provided. Adhering to a standard format to include: (a) planned and actual budget; (b) planned and actual employment broken down by displaced and host community participation and women's and PwD participation; (c) labour intensity (not currently included in any of the reports reviewed), and (d) a brief commentary on achievement and differences between planned and actual would improve the commentary. It is appreciated that achieving a standard format for completion reports was challenging for projects implemented by partners in response to shocks (COVID-19 and the economic crisis). Project completion reports could be adopted for any future phases of EIIP Jordan but they would need to be adapted for the larger number of smaller projects.

4.7 Impact orientation (IO)

There is only one *Impact Orientation* criterion, the likely contribution of the phases to the impact of the intervention. Most of the aspects relevant for addressing *Impact orientation* have been addressed under **PR&EFF1** encompassing a number of dimensions: (a) short-term impact on household incomes; (b) longer term impact for participants' employability and livelihoods; (c) impacts of Syrians and host community members working together, and (d) longer term impacts from capacity development and policy changes.

The evidence on the short term impact on household incomes from employment is positive. According to workers' surveys most of the income earned from EIIP employment is spent on food and daily expenses, rent and debt repayments with not much left for investment in assets or enterprise for sustainable livelihood development.¹¹¹ There are also indirect employment impacts through backward linkages in sectors which provide tools, equipment, materials and services, and induced employment (resulting from the increased spending by workers engaged in road sector works and the suppliers of materials and services for the works). A study of the indirect employment effects of four earlier EIIP Lebanon projects estimated that the indirect employment created would be about 18 per cent of the direct employment.¹¹² It was noted under *Efficiency of resource use* that the LRBT approach would inject more cash into the economy through the higher local spending by EIIP workers' household than if an equipment based approach is used. This is induced employment but information needed to estimate this effect is not available. In addition, there will be generated employment for some types of assets such as roads and markets. The significance of these impacts is that they add weight to the case for adopting the employment intensive approach for investment in assets.

On longer term impacts from policy changes and capacity development, the policy influencing role has been considered under *Efficiency of resource use* in **EFN3** as wider synergies. The focus is principally on: (a) developing SOPs and guidelines for implementing employment intensive and CFW approaches to achieve coherence with other ILO projects and other agencies in the sector; (b) influencing policy for wider adoption of employment intensive interventions, and (c) capacity development for implementing employment intensive interventions. Capacity development is for public sector partners, contractors and other agencies engaged in employment intensive and CFW interventions. An area which has remained a challenge for both programmes is the transition from EIIP participation to longer term improved livelihoods through formal job opportunities or self-

¹¹⁰ EIIP Lebanon Team (various dates) *Project completion reports*.

¹¹¹ See the evidence cited in **PR&EFF1** from surveys of JP-V and LP-III participants.

¹¹² Abbadi, S (2019) *Employment Intensive and Infrastructure Pro-Programme in Lebanon (EIIP): Assessing the Employment Effects*. January 2019.

employment. There are two dimensions to this challenge for displaced Syrians. The first one is concerned with work permits and the second is the distressed labour market situation in both countries. For different reasons in the two countries, the granting of work permits which enable work beyond EIP participation in Jordan and granting of special work permits in Lebanon, remain challenges. In Lebanon, changes in governments have made it difficult to put in place the scheme which the ILO has prepared with MoL.

4.8 Sustainability (SU)

The first sub-category under *Sustainability (SU1)* is concerned with the likelihood of the results achieved being sustainable, the measures to ensure sustainability beyond the life of the project and potential exit strategy. Three dimensions of sustainability are: (a) preservation of improved assets; (b) improved livelihood of participants beyond EIP employment, and (c) development of national and local capacities and policy contexts to continue the employment intensive approach beyond the EIPs. All three dimensions have a bearing on the nature of the exit strategy.

There are challenges on all three dimensions identified above. The maintenance of improved assets dimension has a number of interrelated facets: (a) sufficient financial provision; (b) development of capabilities, and (c) institutional arrangements and incentives to operationalise the maintenance arrangements. In Lebanon, for each infrastructure project, there is a final inspection and project handover document which in principle includes an undertaking by the municipality to provide sufficient funds and maintain the asset and meet any operating expenses. While this is a sound model, the economic crisis makes it difficult for municipalities to fulfil such commitments. The road maintenance projects in collaboration with MoPWT in LP-III and LP-IV offer a sound model for sustaining road maintenance. The public and private sector capabilities would be present to sustain road maintenance but the sustenance of the model beyond EIP Lebanon would require availability and commitment of sufficient resources which will remain a challenge in the economic situation in Lebanon.

Most of the municipal community infrastructure works under JP-V in Jordan fall under the normal responsibilities of municipalities to develop, upgrade and maintain local amenities. Jordan EIP has supported the municipalities in developing the capabilities to implement the activities using employment intensive methods. Whether the municipalities will be able to maintain the levels of activities will depend on the resources allocated to the municipalities and how effectively they are used. The MoLA official interviewed indicated that there was plan to provide resources for an average of 5 persons per municipality to continue the type of works being implemented by EIP projects. Such an allocation is positive but it would be below 10 per cent of the labour input.¹¹³ Jordan EIP has partnered with MPWH and public works directorates over a number phases and MPWH has adopted performance based management contracts in some of their road maintenance activities. While the capacity to implement employment intensive maintenance exists sustainability would depend on the availability of resources.

Dimension (b) in *SU1* is a major challenge for EIP projects providing short-term employment because of the distressed labour market situation and limited on the job training and vocational skills development on the programmes (also see *PR&EFF1* and *Impact orientation* (only one criterion)). It is evident that in both countries there is likely to be continuing acute need for interventions to support the livelihoods of displaced Syrians and members of the host communities in localities where there is a high concentration of displaced Syrians. The situation has been made more acute in Lebanon after the onset of the economic crisis. The evidence also suggests that occasional episodes of EIP employment improve livelihoods for the period of employment but not beyond. Further, the crisis to which the EIPs are responses has been externally imposed on the two countries.

¹¹³ The total number of workers registered on JP-V is 3,960 which is 330 per municipality on average for 12 municipalities. On average the participants are engaged for 2 months implying 6 EIP workers being equivalent of a fulltime worker. Hence 330 persons per municipality are equivalent to 55 fulltime workers. An average of 5 workers is about 9 per cent of 55.

In this context an exit strategy in the conventional sense of national governments and institutions being committed to the EIIP model and taking on full responsibility for employment generation for host communities and displaced Syrians is unrealistic. External assistance such as donor support for the EIIPs, at the very least to support employment generation for displaced Syrians, will be required for some time. A move towards an externally supported public employment programme model could be the start of developing an exit strategy. The features of such public employment programmes could be: (a) offer of a set number of days of employment for the target households every year, and (b) an inventory of works and activities which could be municipal, national ministry level or NGO generated. The rationale for a set number of days every year is the provision of a set level of income from decent employment every year which would provide a level of social protection for households with precarious livelihoods based on casual work as indicated by the surveys referred to under **PR&EFF1**. There are a number of public employment programme models and examples to draw on. ILO (2012) is seminal in setting out the principles and citing case studies and EIIP (n.d.) referred to under **EFN1** summarises the principles and their applicability.¹¹⁴ ILO ROAS (2017)¹¹⁵ outlines the potential for Lebanon. Initiation of dialogues is needed, involving government policy and implementing ministries and international multilateral and bilateral agencies in both countries (also see Conclusions and recommendations below).

Evaluation of **SU2** (the extent to which sustainability of impact considerations were incorporated into project design) is related to the three dimensions of sustainability referred to under **SU1**. On the preservation of improved assets dimension, the programme includes maintenance activities and requires commitment from national partners to maintain and service created assets. The development of local capacities through training complements this requirement. However, an obstacle is public sector resources and commitment. Engagement with policy and implementation ministries are the means by which commitment could be developed. However, governments' fiscal space for accommodating maintenance remains a constraint which the programmes cannot address.

On the improved livelihood of participants dimension, the issues are the short-lived livelihood improvement from EIIP participation and the limited training on the job and vocational training post-participation incorporated in the programmes. The employment programme model referred to in relation to the exit strategy under **SU1** could address both these aspects. In Lebanon the programme's existing engagement in the livelihoods sector and more active participation in the livelihood support element of the Lebanon Crisis Response Plan and the interagency referral mechanism would provide an avenue for developing the employment programme initiative (also see Recommendation 1 below).

5. Conclusions and recommendations

5.1 Conclusions, lessons learnt and examples of good practice

The broad context for the evaluation includes: (a) features required in sound EIIPs, and (b) how well the management and performance of the two programmes match these features. The main dimensions of the specific context are: (a) the need to adapt the approach to the difficult context of a crisis imposed on the two countries, and (b) the additional shocks of COVID-19 in both the countries and of the economic crisis in Lebanon. Within these parameters, the programmes are performing well on the two EIIP core objectives of: (a) short-term decent employment creation complying with the balance between refugee and host community participation and inclusion requirements, and (b) public asset creation, improvement or maintenance.

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

¹¹⁴ Lieuw-Kie-Song M and Philip K (2010) *Mitigating a Jobs Crisis: Innovations in Public Employment Programmes (IPEP)*. Employment Sector: Employment Report No. 6. ILO and EIIP (n.d.) *Public Employment Programmes (PEPs): Creating decent jobs through national investments*, ILO.

¹¹⁵ Battistin F and Leape V (2017) *Towards the right to work: A guidebook for designing innovative public employment programmes*, ILO, Beirut.

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

JP-V and LP-III have performed well on objective (a). Both the phases have exceeded the worker days generated target, albeit with some delays for one common reason, suspension of works because of COVID-19 and other different reasons. In Jordan, the reason was the decision to postpone the start of JP-V because of the decision to catch up on the backlog of JP-IV works before embarking on JP-V to reduce the pressure of work on the EIIP Jordan team. In Lebanon there were delays because of the economic crisis apart from the delays in project selection and preparation including the time taken to obtain the necessary approvals. LP-IV is also expected to meet the worker days generated but could need an extension of time.

The number of jobs created (minimum 40 days of employment) targets have been met on JP-V and LP-III and the jobs target is expected to be met on LP-IV. In Lebanon the programme responded effectively to the multiple crises by widening its scope of activities and to work with NGOs, innovations enabled by the flexibility of the donor in Lebanon with potential for the future scope for EIIP in both countries. The widening of the scope in Lebanon in LP-III had a favourable effect on meeting and exceeding the employment targets on LP-III. Exceeding the targets in Lebanon within the budget is fully justified as a response to the economic crisis. In Jordan there was no need for major adaptation but changes in the programme were needed in response to local circumstances, notably cancellation of the project in a municipality in Karak Governorate because of local hostility to the programme's intention to include women's participation. Three positive areas of note with respect to objective (a) are: (i) the initiatives in both countries to secure and increase the participation of women and their success; (ii) the access to employment provided for PwDs in Jordan and on LP-IV in Lebanon to date¹¹⁶ and (iii) introducing decent employment practices in sectors in which traditionally there are deficits in this respect.

On the creation or maintenance of assets, the training of contractors and officials and good supervision and monitoring are required for efficient employment intensive project implementation. EIIP projects are intended to be of economic, social or environmental value and of high priority to ensure that the added value of the projects justifies the use of the employment intensive approach as opposed to less value added CFW. The quality and level of supervision to ensure good quality asset creation and compliance with decent work conditions is a feature which differentiates EIIP from other forms of CFW.

The labour intensity requirements are different between the two countries and these alongside the requirement in Jordan that municipalities meet the cost of materials, tools and equipment have contributed to differences between them in the type of works, the asset creation focus in Lebanon and municipal repair and maintenance and clearing focus in Jordan. In both countries there are road maintenance works, though on a much smaller scale in Jordan, and green works in the form of the forestry management project in LP-III in Lebanon and planting and trimming trees in the municipal works part of JP-V. A clear common understanding is needed among the key stakeholders on the differentiation between EIIP and lighter cash for work. More importantly, the key stakeholders need to review the reasons for the difference in the labour intensity requirements between the Jordan and Lebanon EIIPs and align the labour intensity requirements if there is no clear rationale in the differentiation.

An issue related to asset creation is the need for commitment to the maintenance of new or improved assets. In Lebanon, at project handover to the partner municipality, an agreement is signed that the municipality will

¹¹⁶ The minimum requirement of 2 per cent in LP-III was not met.

undertake to maintain the asset. This is a good model to follow though in the context of the economic crisis in Lebanon municipalities may find it difficult to fulfil the commitments. On municipal works in Jordan, the idea of competitive bidding by municipalities which has arisen from internal regional EIIP discussion has much merit. Municipalities should be guided to propose projects of value to the municipality which would require flexibility with respect to labour intensity in Jordan.¹¹⁷ The competitive bidding would provide scope for innovative projects and improve prospects for sustainability if maintaining the assets created has clear benefits for residents in the municipality. Commitment to maintain assets or activities should be one of the criteria to achieve sustainability. JP-V in Jordan selected municipalities which performed well in previous phases and some new ones which was good balance.

Objective (c) addresses sustainability of the employment intensive approach built on strengthened institutional and technical capacities and policy influencing during the programme. This is a particularly challenging objective in most contexts. The challenges are more severe in Jordan and Lebanon because of the externally imposed crisis situation, and more severe in Lebanon because of the higher proportion of displaced Syrians and the economic crisis. In the short-term the approach of continuing engaging with national and local government and external agencies to promote expansion and policy change is a sound one in both countries. In Lebanon the engagement is with MoSA and MoL with respect to policy on the role of the employment intensive approach in addressing poverty and vulnerability. In Jordan, engagement during JP-V was mainly with MoLA, the governorates and municipalities with a small road maintenance component with MPWH. In previous phases there has been more engagement with MPWH and MOA.

Through the EIIPs the ILO has played a significant role in the CFW sectors in the two countries in the last five and a half years, by directly generating employment and by engaging with national government policy makers, international agencies and other stakeholders on the role of productive CFW schemes in supporting the precarious livelihoods of displaced Syrians and members of host communities depending on unskilled work. Notable contributions have been the SOP in Jordan and EIP Guidelines in Lebanon for employment intensive works incorporating decent work principles, and addressing the issue of work permits for displaced Syrians in both countries.

Nevertheless, as the evidence from the surveys of EIIP participants in both the countries examined under **PR&EFF1** shows EIIP employment contributes short-lived livelihood improvement following which many participants revert to low paid informal employment or underemployment. Other studies confirm this picture for displaced Syrians and host community members relying on casual informal work but also depict a more complex background. Further the situation in Lebanon is more serious. The ILO working through EIIP is now well positioned to play a role in developing a longer term strategic approach in partnership with the governments and international agencies. There is a related recommendation in the next section.

Objective (d) employability and livelihood improvement for participants beyond programme employment, has two dimensions. The first is the regularisation of the status of Syrian refugees through the issue of work permits and the second is improving livelihood prospects for Syrians and host community members beyond project employment. On the first, there have been creditable efforts in both the countries on the part of the EIIP teams and ILO ROAS and there have been some positive developments, though challenges remain. In Jordan, MOL has introduced temporary work permits for the CFW sector and the PSU improves the process of issuing work permits. In Lebanon the proposed simplified work permits proposal has not yet been formally approved. On the second, the contribution of JP-V and LP-III have been modest and the targets for LP-IV are modest. The status is

¹¹⁷ Competitive bidding would not be the only basis for selecting municipalities and projects. In Lebanon the LCRP vulnerability map is used for screening. The Municipal Action Plans (MAPs) and project feasibility are municipal and project level criteria. The aim of competitive bidding, if introduced in either country, would be for municipalities to demonstrate the benefit to the community, including contribution to community resilience, of the proposed projects and commitment to the sustainability of the assets created or improved.

understandable given the distressed labour market for those relying on unskilled work. This is an issue to be addressed as a part of the long term strategic approach referred to above.

The lessons learned are that: (a) the two programmes between them have demonstrated the wide scope of works that EIIP encompasses, infrastructure and buildings construction and maintenance, forestry management and improving municipal amenities and services, offering considerable scope for continuing the EIIP approach to bring the benefits it offers; (b) there is need for persistence and developing innovative and pragmatic solutions, as exemplified by EIIP Jordan, to support governments in developing policies and regulations to accommodate access of internationally displaced persons to EIIP employment and to the labour market, and (c) crisis situations, such as in Lebanon, require flexibility and innovation to adapt the programme to continue operating effectively and to provide the increased support needed for the vulnerable.

In effect all three lessons learned also include illustrations of good practice. Other examples of good practice are: (a) the increased targets for women's participation in both the countries and meeting them, in Jordan raised to 30 per cent and in Lebanon to 15 per cent; (b) the EIIP Lebanon practice of preparing project completion reports of individual projects, and (c) engagement of technically qualified Social Safeguards Officers (SSOs) in Lebanon who combine environmental and social safeguards (ESS) compliance with site supervision.

5.2 Recommendations

As a preamble to the recommendations it is worth noting that the two programmes and stakeholders have been proactive in addressing issues and challenges and in taking on board recommendations from previous evaluations.¹¹⁸ Examples include but are not limited to: (a) acceptance of longer phases with short overlaps with the donor's approval (though COVID-19 and other circumstances have intervened to prevent the full benefits of the proposal); (b) updated results matrices in progress reports; (c) introduction of electronic payment of participants in Lebanon; (d) a stronger safeguards team in Jordan, and (e) the EIIP Lebanon programme dashboard.

Since this is the final evaluation for JP-V and LP-III and LP-IV is scheduled to end in December 2022, the recommendations are for future phases and at the strategic level and operational level. Some recommendations apply to both programmes with some collaboration, mutual learning and engagement with other stakeholders (Recommendations 1, 2 and 3). For such joint recommendations, taking account of the specific context of each country and tailoring the analysis and the recommendation to the country context is important. The EIIP response and its management in the economic crisis context in Lebanon is likely to warrant a different approach.

Recommendation 1 is at a higher strategic level and addresses the contribution of the programmes in relation to the Humanitarian Development Peace Nexus. It also encompasses the issues of: (a) engagement at the policy level in the two countries which needs to be stronger, and (b) the contribution of the programmes and other CFW initiatives to improving livelihoods and resilience through employment, asset creation and employability. The joint recommendations 2 and 3 are related to the strategic direction of the EIIPs in two important respects: (a) the balance between employment generation and asset creation, and (b) the scope of works and partners. Both have implications for sustainability and developing the potential contribution of the EIIP approach.

Recommendations 4 and 5 are somewhat related and concerned with reporting and a key indicator for EIIPs. Recommendation 4 is for EIIP Jordan to adopt and adapt the EIIP Lebanon practice of preparing project completion reports as records of achievement, performance and handover and for learning. Recommendation 5 is concerned with standardising the information and in particular to include the labour intensity which was present in the LP-I+II completion reports but not in the LP-III reports. Recommendation 6 is for EIIP Lebanon to further develop and refine the improved to recruitment of participants.

¹¹⁸ The examples are not just responses to recommendations from evaluations but programmes being proactive in addressing issues and taking initiatives.

Recommendation 1 (Jordan & Lebanon, high level strategic):

It is recommended that ILO ROAS and the two EIIP programmes take the initiative to develop a strategic approach in collaboration with GOJ and GoL and international agencies and other stakeholders to address the challenge of the livelihoods of the poor and vulnerable displaced Syrians and host communities. As noted earlier (in *SU1* and under *Conclusions* above, while CFW initiatives by multiple agencies and stakeholders provide episodic support a more coherent targeted employment programme approach would provide more consistent social protection. While this recommendation is applicable for both countries and there are benefits from working collaboratively and engaging with some key stakeholders who are involved in both countries, the strategies and initiatives would need to be tailored for each country. **Key multilateral and bilateral donors and development partners engaging at the policy level with GoJ and GoL with a common interest in the reforms could make important contributions.**

Responsible Unit(s)	Priority	Time Implications	Resource Implications
ILO ROAS, EIIP Jordan and EIIP Lebanon, KfW / BMZ and other key development partners	High (important for developing a more coherent CFW approach to improve the level of support for the target displaced Syrians and host community members).	High (the process of analysis, consultations, developing the strategies, policies and actions needs to be timebound with milestones).	Medium (low financial requirements during the analysis, consultations and development, substantial time commitment of stakeholders, substantial time and resource commitment for implementing).

Recommendation 2 (Jordan & Lebanon, strategic):

A review of the rationale for the difference between the two programme on the target labour intensities and proportion of participants being employed for a minimum of 40 days. On EIIP Jordan the labour intensities required are much higher than on EIIP Lebanon. The differences lead to differences in the types of projects the programmes have been led into implementing. There could be very valid reasons for these differences. The review would enable clarification of the rationale or development of a more uniform approach for the two programmes.

Responsible Unit(s)	Priority	Time Implications	Resource Implications
ILO ROAS, EIIP Jordan and EIIP Lebanon, KfW / BMZ	High (important for improving clarity on the objective and outcomes).	Medium (not urgent but to be conducted as soon as feasible to benefit from the results)	Medium (low financial requirements during the analysis, time requirements on the part of stakeholders for consultations and analysis).

Recommendation 3 (Jordan & Lebanon, operational):

Reviewing the scope of works and partners for future phases potentially for widening the scope of works in future phases is recommended. Both programmes in different phases have partnered with different government sector partners and under LP-III and LP-IV, EIIP Lebanon adapted to partner with NGOs and included environmental works. Under JP-V and before that JP-IV, the scope was narrower. The results from the review would potentially widen the type of works and partners for future phases and continuation of the employment intensive approach beyond the programmes. The review complements recommendations 1 and 2.

Responsible Unit(s)	Priority	Time Implications	Resource Implications
ILO ROAS, EIIP Jordan and EIIP Lebanon, KfW / BMZ, GoJ and	High (important for widening the scope of works and partners for	Medium (not urgent but to be conducted as soon as feasible to	Medium (resources and expertise needed to conduct the study and derive lessons, the savings from

GoL policy and implementation ministries, other potential partners	<i>longer term development).</i>	<i>benefit from the results).</i>	<i>the findings would comfortably exceed the costs).</i>
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Recommendation 4 (Jordan, operational):

Project completion reports similar to those for EIIP Lebanon including project activity data and commentary is recommended. Since municipal projects of the type undertaken under JP-V have numerous sub-projects, the reports would need to be adapted but should include some standard information (see recommendation 5). If the scope of projects is widened, completion reports would provide standard information for comparability.

Responsible Unit(s)	Priority	Time Implications	Resource Implications
EIIP Jordan	Medium (<i>important for more specific management information and reporting).</i>	Medium (<i>not urgent but to be included for later phases).</i>	Medium (<i>low financial requirements, time requirements for developing and more for competing reports).</i>

Recommendation 5 (Jordan & Lebanon, operational):

Project completion reports produced by EIIP Lebanon are excellent records. It is recommended that they should be standardised to include some key information and are adopted by Jordan EIIP (see recommendation 4). Lebanon EIIP produces project completion reports complemented by a record of project handover and rating of contractor performance. Some of the reports have gaps, for example planned and actual costs and employment are not included, no data on labour intensity in any reports. The standard information should include: (a) estimated and actual costs; (b) planned and actual headcount, worker days and number of jobs, and labour intensity. For projects in Jordan, labour intensity calculations should include costs incurred by municipalities where they are required to contribute material and meet other costs.

Responsible Unit(s)	Priority	Time Implications	Resource Implications
EIIP Jordan and EIIP Lebanon	Medium (<i>important for widening the scope of works and partners for longer term development).</i>	Medium (<i>not urgent but to be conducted as soon as feasible to benefit from the results).</i>	Medium (<i>resources and expertise needed to conduct the study and derive lessons, the savings from the findings would comfortably exceed the costs).</i>

Recommendation 6 (Lebanon, operational):

A review of the process of recruitment of participants in Lebanon is recommended with a view to refining it further. Since the start of LP-IV, EIIP Lebanon has developed a comprehensive mechanism for publicising employment opportunities and recruitment. It involves SSOs widely advertising project employment opportunities and supervising recruitment. Some anecdotal evidence from contractor interviews and worker survey evidence indicate that contractors prefer to retain some workers as supervisors or for their acquired skills. The review would gauge to the extent of such practice and the extent to which it should be permissible and may even support skill development. **Contractors could be asked to submit a recruitment plan before project implementation and the SSOs could play a role during the process.**

Responsible Unit(s)	Priority	Time Implications	Resource Implications
EIIP Lebanon	High (<i>important for ensuring fairness and transparency in offering access to project employment).</i>	Medium (<i>not urgent but to be conducted as soon as feasible to benefit from the results).</i>	Medium (<i>resources and expertise needed to review with involvement of SSOs and consultations with contractors).</i>

Appendix A: Terms of Reference for the Independent Cluster Evaluation for Employment Intensive Infrastructure Programmes in Lebanon (Phase III & IV) & Jordan (Phase V)

KEY FACTS	
TC Symbol:	1. Lebanon Phase III: LBN/18/01/DEU (106898 / 502291) 2. Jordan Phase V: JOR/19/03/DEU (107190 / 502424) 3. Lebanon Phase IV: LBN/20/03/DEU (107921 / 502636)
Countries:	Lebanon and Jordan
Project title:	1. Employment Intensive Infrastructure Programme in Lebanon: Phase III 2. Employment through Labour Intensive Infrastructure in Jordan, Phase V 3. Employment Intensive Infrastructure Programme, Phase IV in Lebanon
Duration:	1. Lebanon Phase III: 39 months 2. Jordan Phase V: 33 months 3. Lebanon Phase IV: 24 months
Start Date:	1. Lebanon Phase III: 18 December 2018 2. Jordan Phase V: 01 November 2019 3. Lebanon Phase IV: 01 January 2020
End Date:	1. Lebanon Phase III: 31 May 2022 2. Jordan Phase V: 31 July 2022 3. Lebanon Phase IV: 31 December 2022
Administrative unit:	Regional Office for the Arab States (ROAS)
Technical Backstopping Unit:	ROAS, Employment-Intensive Investment Unit (DEVINVEST)
Collaborating ILO Units:	DEVINVEST, SKILLS, DEVINVEST
Evaluation requirements:	1. Lebanon Phase III: Final independent evaluation 2. Jordan Phase V: Final independent evaluation 3. Lebanon Phase IV: Mid-term independent evaluation
Donor:	Germany KfW Development Bank
Evaluation Manager:	Regional Monitoring & Evaluation Officer, ROAS
Budget:	1. Lebanon Phase III: EUR 14 million 2. Jordan Phase V: EUR 7 million 3. Lebanon Phase IV: EUR 17 million

I. Background

The civil war in Syria led an influx of refugees to neighbouring countries including Lebanon and Jordan. It is estimated that Lebanon hosts about 1.5 million Syrians as of 2021, whereas 1.36 million Syrians reside in Jordan.

With the influx of refugees, labour market challenges have been exacerbated in both countries. High unemployment, competition for work and informality have contributed to social tension between Syrian refugees and host communities. Unskilled local workers perceive their unemployment and the poor working conditions have resulted from competition with Syrian workers. Syrians have traditionally worked in agriculture, construction, and services and have mostly relied on temporary and informal work. Migration flows generated a heavy strain on public infrastructure, services, natural resources, and economy, including the labour market.

To minimize the labour market impact of the crisis, the Government of Lebanon has exempted Syrians from the general prohibition on foreigners working and have identified areas of work, namely agriculture, construction and environment activities, as the sectors where Syrian refugees can legally work. However legal stay and permit requirements are complex and have changed frequently. To regulate their employment, refugees can either have a Lebanese sponsor or apply through UNHCR and work in the identified sectors. Yet, employers are not motivated to arrange work permits. While there are some challenges, such as lack of documentation, limited professions and sponsors, complexity, cost, time and effort, workers with permits benefit from increased confidence, rights and entitlements and improved working conditions.

Similarly, the Government of Jordan has restricted employment of refugees but gradually eased the regulations, including amendments to the work-permit issuing process and de-linking work-permits from employers in some sectors, such as construction and agriculture. Moreover, the Government of Jordan introduced new pathways for refugees to stay legally in the country. Refugees not registered with UNHCR are now entitled to obtain a Ministry of Interior card for them to stay legally in the country, including outside of camps. Currently, employment of Syrian refugees is permitted in five sectors: agriculture, construction, manufacturing, food and beverage services and wholesale & retail trade.

The Government of Lebanon through the Lebanon Crisis Response Plan has indicated a strong need for assistance in job creation and infrastructure to enable communities to cope with increased demand. Key mechanisms highlighted at the London and subsequent conferences as a means of creating productive infrastructure and employment, were the Local Host Support Programme and the Employment Intensive Investment Programme (EIIP) in Lebanon.

Germany, through the German Federal Ministry for Economic Cooperation and Development (BMZ), launched an initiative called “Partnership for Prospects – Cash for Work” focused on Syria and its neighbours, with the purpose of creating jobs for refugees using employment intensive construction methods and skills development. With support from BMZ through the Kreditanstalt für Wiederaufbau Development Bank (KfW), the ILO and UNDP have jointly been implementing EIIP Phases I and II in Lebanon, engaging with Ministry of Social Affairs and Ministry of Labour. Phase III continues the same partnership with the UNDP with adjustments based on experiences gained and lessons learnt in Phase I & II.

The Government of Jordan and international actors agreed on the implementation of the Jordan Compact to promote sustainable livelihoods for Syrian refugees and vulnerable Jordanians. The Jordan Compact is to respond to concrete vulnerabilities and needs in

priority sectors, including Livelihoods. The response plan designed for the Livelihoods sector includes a large number of initiatives to stimulate local economic development and support sustainable employment creation through vocational training, employability skills, job matching and placement services, self-employment and entrepreneurship. In this regard, it is critical to ensure that there is a capacity to respond to the short-term needs of the vulnerable Syrian refugees and Jordanians. This is where the EIIP assumes an unequivocal and enormous strategic importance as an instrument for social cohesion and stability. The ILO has been partnering with BMZ and KfW to assist the government in ensuring that Syrian refugees and Jordanians can access better living conditions through increased employment and improved infrastructure

II. Project Background

Lebanon EIIP Phase III & IV

Phase III and IV of the EIIP Lebanon build on Phases I & II, using the similar objectives and approaches. The emphasis is on decent employment creation for Lebanese host community members and Syrian refugees through the construction of locally prioritised infrastructure, maintenance, and environmental works. The project will work with local contractors, distributing wages and improving working conditions. The project objectives are,

Phase III

- (i) Decent employment generated for Lebanese host communities and Syrians refugees through sustainable infrastructure development and environmental works and maintenance of public assets.
- (ii) Enhanced capacity for decent job creation and asset management through institutional development and training.

Phase IV

- (i) Direct employment creation using EIIP, LRBT and DWP approaches for sustainable infrastructure development, environmental works and maintenance of public assets
- (ii) Enhancing capacity for job creation and asset management with the Ministry of Labour (MoL), the Ministry of Social Affairs (MoSA) and the private sector

EIIP Lebanon Phase III and IV contributed to Decent Work Country Programme 2017-2020 for Lebanon, primarily the second pillar (improving decent working conditions, enhancing productive employment opportunities) but also the first pillar (establishing a sound legislative environment, improving governance and social dialogue). The projects fall under the livelihood sector of the Government-led Lebanon Crisis Response Plan, particularly under Livelihood Outcome 1 (Stimulate local economic development and market systems to create income generating opportunities and employment), Outcome 2 (Improve workforce employability), and Outcome 3 (Strengthen policy development and enabling environment for job creation). The project is aligned with the United Nations Strategic Framework (UNSF) for Lebanon 2017-2020 with a focus on supporting the country to preserve peace and consolidate stability.

Jordan EIIP Phase V

Jordan EIIP Phase V also builds on previous phases, while the implementation period overlaps with Phase III and IV. The overall development objective of the project is that Syrian refugees and Jordanians have better living conditions because of increased employment and improved infrastructure. The Project outcomes are as follow:

- (i) To generate employment opportunities and to improve the access to the labour market for Syrian refugees and Jordanians

- (ii) To improve infrastructure through the use of labour-intensive methods for men and women

The project contributes to Decent Work Country Programme 2018-2022 for Jordan, particularly priority 1 (Employment creation contributes to economic and social stability) and priority 2 (Decent working conditions for all create a level playing field for male and female Jordanians, refugees and migrants). It is aligned with United Nations Sustainable Development Framework (UNSD) for Jordan 2018-2022 priority 3 Enhanced Opportunities. The Project is also aligned with the Jordan Response Plan, specifically objective 1 (Enhance self-reliance and living conditions of Syrian refugees and vulnerable Jordanian) and 2 (Meeting the humanitarian and resilience needs of Syrian refugees and vulnerable Jordanians).

Project durations and budgets can be found on the 2nd page of this ToR.

III. Evaluation Background

ILO considers evaluation as an integral part of the implementation of development cooperation activities. Provision is made in the projects in accordance with ILO evaluation policy and based on the nature of the projects and the specific requirements agreed upon at the time of the project design and during the projects as per established procedures.

This cluster evaluation serves as the independent final evaluation for EIIP Lebanon Phase III and Jordan Phase V and as the independent mid-term evaluation for EIIP Lebanon Phase IV. EIIP Lebanon and Jordan share similar characteristics, including their focuses and areas of work. Given that they are also funded by the same donor, it is strategic to cluster evaluations and generate lessons learnt and good practices collectively for the on-going and future phases as well as other similar projects.

IV. Evaluation Purpose and objectives

This cluster evaluation will examine the relevance, coherence, effectiveness, efficiency, sustainability, and potential impact of the projects. It will provide recommendations for immediate adjustments of EIIP Lebanon Phase IV, while it also provides recommendations for the future phase of EIIP in Lebanon and Jordan. This evaluation will consider previous evaluations of EIIP projects for Jordan and Lebanon to respond some of the evaluation questions, particularly under sustainability and potential impact as well as to identify persistent challenges in EIIP projects.

Specifically, the evaluation will examine the following aspects:

- **Changes in context and review of assumptions (relevance):** Is the project's design adequate to address the problems at hand? Were the project objective and design relevant given the political, economic, and financial context?
- **Results in terms of outcomes and outputs achieved (effectiveness):** How have the projects contributed towards project's goals? To what extent did it contribute to the ILO's Programme & Budget, Country Programme Outcomes, and more largely SDGs?
- **Use of resources in achievement of projected performance (efficiency):** How have the resources been used to fulfil the project performance in an efficient manner with respect to cost, time and management staff?
- **Assessment of impact (impact):** To what extent have the projects contributed long-term intended impact?

- **Sustainability:** Will the projects' effects and built capacity remain over time?

The evaluation will comply with ILO evaluation policy¹¹⁹, and the UNEG ethical guidelines¹²⁰ will be followed.

V. Scope of Evaluation

The evaluation will review the project outcomes and outputs to date. The geographical coverage will be aligned with the scope of the projects. The evaluation should cover from the starting date of the projects to April 2022. As cross-cutting themes, the evaluation will take specific note of integration of gender mainstreaming¹²¹, disability inclusion, International Labour Standard, social dialogue¹²², and environmental sustainability as well as COVID-19 response¹²³.

VI. Clients of Evaluation

The primary clients of this evaluation are constituents in Lebanon and Jordan including government entities, the BMZ/KfW, partner UN agencies, and ILO ROAS & DEVINVEST. Secondary users include other project stakeholders and units within the ILO that may benefit from the knowledge generated by the evaluation.

VII. Evaluation Criteria and Questions

The evaluation utilizes the standard ILO evaluation framework and follows the OECD/DAC evaluation criteria:

Relevance and strategic fit

- ❖ Are the project objectives aligned with sectoral national priorities? How do the projects fit into the national dialogue in relation to the Humanitarian Development Peace Nexus?
- ❖ How do the projects contribute to the ILO's Programme & Budget, Decent Work Country Programmes, United Nations Sustainable Development Framework, and SDGs?
- ❖ To what extent were the EIIP technologies and implementation modalities appropriate for the situation in Lebanon and Jordan during the project implementation period?

Coherence and validity of the design

- ❖ Are the project strategies and structures coherent and logical?
- ❖ Do the projects make a practical use of a monitoring and evaluation framework? How appropriate and useful are the indicators in assessing the project's progress? Are indicators gender sensitive? How evaluable are the projects' set-up for Phase IV Lebanon?
- ❖ To what extent did the project design take into account specific gender equality and non-discrimination concerns, including inclusion of people with disabilities?

¹¹⁹ https://www.ilo.org/wcmsp5/groups/public/---ed_mas/---eval/documents/policy/wcms_603265.pdf

¹²⁰ <http://www.unevaluation.org/document/detail/2866>

¹²¹ https://www.ilo.org/wcmsp5/groups/public/---ed_mas/---eval/documents/publication/wcms_746716.pdf

¹²² https://www.ilo.org/wcmsp5/groups/public/---ed_mas/---eval/documents/publication/wcms_746717.pdf

¹²³ https://www.ilo.org/wcmsp5/groups/public/---ed_mas/---eval/documents/publication/wcms_757541.pdf

Project progress and effectiveness

- ❖ What progress has the project made towards achieving the overall objective and outcomes?
- ❖ How did outputs and outcomes contribute to ILO's mainstreamed strategies including gender equality, social dialogue, labour standards, and environmental sustainability?
- ❖ To what extent did the project respond emerging and changing needs in terms of COVID-19 pandemic in both countries and the economic crisis in Lebanon? What could have been done better?

Efficiency of resource use

- ❖ To what extent have project activities been cost-efficient? Have resources (funds, human resources, time, expertise etc.) been allocated strategically to achieve outcomes? To what extent can the project results justify the time, financial and human resources invested in the project?
- ❖ To what extent has the project been able to build on other ILO or non-ILO initiatives either nationally or regionally, in particular with regard to the creation of synergies in cost sharing?

Effectiveness of management arrangements

- ❖ How does the project governance structure facilitate good results and efficient delivery? And if not, why not?
- ❖ How effective was communication among the project teams, the regional office and the responsible technical department at ILO headquarters? Have the projects received adequate technical and administrative support/response from the ILO backstopping units?

Impact orientation

- ❖ What is the likely contribution of the projects to the impact of the intervention?

Sustainability

- ❖ Are the results achieved by the projects likely to be sustainable? What measures have been considered to ensure that the key components of the project are sustainable beyond the life of the project, including potential exit strategy?
- ❖ To what extent was sustainability of impact taken into account during the design of the project?

VIII. Methodology

This evaluation is summative and relies on both quantitative and qualitative approaches to respond evaluation questions and fulfil the purpose. It consists of,

- **Desk review of existing documents:** The evaluator will conduct systematic analysis of existing documents and obtain existing qualitative and quantitative evidence prior to primary data collection. The desk review also facilitates assessment of the situation and available data to plan the evaluation and develop the inception report.
- **Key information interviews:** Online individual interviews will be conducted with a pre-agreed list of stakeholders who have in-depth exposure and understanding of the

project and their context. Interview guide(s) will be developed during the inception phase to stimulate a discussion on concerned evaluation questions.

- **Focus group discussions:** Focus group discussions with beneficiaries both in Jordan and Lebanon to collect their insights in the project interventions.
- **Evaluation debriefing:** The evaluator will present evaluation findings.

Any changes to the methodology should be discussed with and approved by the Regional Evaluation Officer during the inception phase.

IX. Work Assignments

a) Kick-off meeting

The evaluator will have an initial consultation with the evaluation manager, relevant project team members and programme officers. The objective of the consultation is to reach a common understanding regarding the status of the project, the priority assessment questions, available data sources and data collection instruments and an outline of the final assessment report. The following topics will be covered: status of logistical arrangements, project background and materials, key evaluation questions and priorities, outline of the inception and final report.

b) Desk Review

The evaluator will review project background materials before conducting interviews. Documents to review include but are not limited to Regional Refugee & Resilience Plan, Lebanon Crisis Response Plan, Jordan Response Plan, United Nations Strategic Framework for Lebanon, United Nations Sustainable

Development Framework for Jordan, ILO Programme and Budget, Decent Work Country Programmes, previous EIPP evaluations, project document including results framework, and project progress reports.

c) Inception Report

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

- a. Project background
- b. Purpose, scope and beneficiaries of the evaluation
- c. Evaluation matrix, including criteria, questions, indicators, data source, and data collection methods
- d. Methodology and data collection tools
- e. Main deliverables
- f. Management arrangements and work plan

d) Primary Data Collection (Key Informant Interviews & Focus Group Discussions)

Following the inception report, the evaluator will interview constituents/stakeholders. Individual or group interviews will be conducted. The preliminary list is as follows and will be agreed during the inception phase,

Lebanon

- a. Ministry of Social Affairs
- b. Ministry of Labour
- c. Municipalities
- d. KfW

- e. UNDP
- f. ILO EIIP Lebanon Project Team

Jordan

- g. Ministry of Local Administration
- h. Ministry of Public Work and Housing
- i. Ministry of Labour
- j. Governorate Public Works Directorates
- k. Municipalities
- l. KfW
- m. ILO EIIP Jordan Project Team

Other

- n. ILO EMPINVEST
- o. ILO ROAS

Focus Group Discussions will be also conducted with direct beneficiaries.

e) Final Report

The final report will follow the format below and be in a range of **40-50 pages** in length, excluding the annexes:

1. Title page
2. Table of Contents, including List of Appendices, Tables
3. List of Acronyms or Abbreviations
4. Executive Summary with key findings, conclusions and recommendations
5. Background and Project Description
6. Purpose of Evaluation
7. Evaluation Methodology and Evaluation Questions
8. Key evaluation findings (organized by evaluation criteria)
9. A table presenting the key results (i.e. figures and qualitative results) achieved per objective (expected and unexpected)
10. Clearly identified conclusions and recommendations (identifying which stakeholders are responsible and the time and resource implications of the recommendations)
11. Lessons Learned (in prescribed template)
12. Potential good practices (in prescribed template)
13. Annexes (list of interviews, TORs, list of documents consulted, good practices and lessons learned in the ILO format, etc.)

The quality of the report will be assessed against the ILO Evaluation Office (EVAL) Checklists 4.2, 4.3, 4.4¹²⁴. The deliverables will be submitted in the English language and structured according to the templates provided by the ILO.

f) Debriefing

To close the evaluation, the evaluator will present findings and recommendations to stakeholders.

X. Evaluation Timeframe

The evaluation is to commence in April and complete in August 2022. The following table describe the tentative timeline,

Responsible person	Tasks	# of Payable Working days (Evaluator)	# of Payable Working days (Each National enumerators)	Indicative Date
Evaluator & Evaluation Manager	Online kick-off meeting	0.5		18 th May
Evaluator	Desk review of documents related with project; drafting inception report	8		18 th – 31 st May
Evaluator	Submit inception report			By 31 st May
Evaluation Manager	Review of inception report			By 6 th Jun
Evaluator	Revise and resubmit inception report	0.5		By 10 th Jun
Evaluator & National enumerators	Preparation for data collection	0.5	1	13 th – 17 th Jun
Evaluator & National enumerators	Face-to-face/online key informant interviews	8	1	14 th Jun – 4 th Jul
National enumerators	Face-to-face Focus group discussions		2	
National enumerators	Transcribing focus group discussions		2	
Evaluator	Data analysis & drafting report	5		By 11 th Jul
Evaluator	Drafting report	5		12 th – 19 th Jul
Evaluator	Submission of the report to the evaluation manager			By 19 th Jul
Evaluation manager	Circulating the draft report to key stakeholders			
Evaluation manager	Send consolidated comments to evaluator			By 26 th Jul
Evaluator	Revising draft final report	1		By 1 st Aug
Evaluation Manager	Review of Second Draft			By 8 th Aug

¹²⁴ Link to Checklists can be found here: https://www.ilo.org/wcmsp5/groups/public/---ed_mas/---eval/documents/publication/wcms_761031.pdf

Evaluator	Online debriefing presentation	0.5		By 18 th Aug
Evaluator	Integration of comments and finalization of the Report	0.5		By 22 nd Aug
Evaluation Manager	ILO Evaluation Office approval			By 31 st Aug

XI. Implications of the COVID crisis on the evaluation

The COVID-19 pandemic may restrict the mobility of consultants. The primary data collection of this evaluation is planned to be mostly conducted face-to-face by the evaluator and national enumerators in both Lebanon and Jordan. But, the situation and national regulations may change and result in a shift to remote data collection.

When and where relevant, evaluation questions will also be guided by the ILO protocol on collecting evaluative evidence on the ILO's Covid-19 response measure through project and programme evaluations, available at: https://www.ilo.org/wcmsp5/groups/public/---ed_mas/---eval/documents/publication/wcms_757541.pdf

XII. Deliverable

The deliverables for the lead evaluator consist of the following:

- Deliverable 1: Inception report
- Deliverable 2: Draft evaluation report
- Deliverable 3: PowerPoint presentation on debriefing
- Deliverable 4: 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 quality review by ILO Evaluation Office)

The deliverables for the national enumerators are,

- Deliverable 1: Transcription of focus group discussions in English for the assigned country, approved by the lead evaluator and evaluation manager

XIII. Responsibilities

The evaluator will report to the ILO's evaluation manager and should discuss any technical and methodological matters with him. The national enumerators report to the evaluator and evaluation manager. The project teams and support units will provide administrative and logistical support during the data collection. The evaluation manager will coordinate with ILO Evaluation Office, who approves and signs off the final evaluation report.

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

- 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
- Conduct preparatory consultations with the evaluation manager prior to the evaluation mission
- Conduct interviews and collect information according to the suggested format
- Present preliminary findings
- Prepare an initial draft of the evaluation report with input from ILO specialists and constituents/stakeholders
- Prepare the final report based on the ILO, donor and other stakeholders' feedback obtained on the draft report.

National enumerators are responsible for,

- Provide interpretation support for key informant interviews in the assigned country when necessary
- Conduct focus group discussions as per inception report
- Transcribe the focus group discussions and submit the transcriptions to the evaluator and evaluation manager

XIV. Legal and Ethical Matters

- This evaluation will comply with ILO evaluation guidelines and UN Norms and Standards.
- The ToRs are accompanied by the code of conduct for carrying out the evaluation "Code of conduct for evaluation in the ILO"¹²⁵. The selected consultants will sign the Code of Conduct form along with the contract.
- UNEG ethical guidelines will be followed throughout the evaluation.
- The consultants will not have any links to project management or any other conflict of interest that would interfere with the independence of the evaluation.

XV. Qualifications

The evaluator is expected to have following qualifications,

- Proven experience in the evaluation of development interventions
- Expertise in labour intensive modality, job creation projects, capacity building and skills development.
- An understanding of the ILO's projects. Prior experience in the region, particularly in Jordan and Lebanon, is asset.
- High professional standards and principles of integrity in accordance with ILO Evaluation Policy and United Nations Evaluation Group Norms and Standards.
- An advanced degree in a relevant field.
- Proven expertise on evaluation methods and the ILO approach.
- Full command of English. Command of Arabic is an advantage.
- The evaluator should not have any links to project management or any other conflict

of interest that would interfere with the independence of the evaluation.

- Previous experience in evaluations for UN agencies is preferred, particularly ILO.

The national enumerators are expected to have following qualifications,

- At least three years of professional experience in qualitative data collection and reporting
- Relevant translation experience between Arabic and English
- Excellent command of English and Arabic.
- Demonstrated experience in qualitative research is an advantage
- Previous experience with the UN agencies is an advantage
- Extensive knowledge of Lebanon/Jordan context
- Excellent drafting skills
- Ability to work on own initiative as well as a member of a team and ability
- Professional facilitation skills preferred
- Understanding of project evaluation is an advantage

Appendix B: Comparison and commentary on the results matrices: Jordan and Lebanon EIIP phases¹²⁶

	Jordan EIIP Phase V (JP-V)	Lebanon EIIP Phase III (LP-III)	Lebanon EIIP Phase IV (LP-IV)
High level objective¹²⁷ (Impact)	<p>Improve the living conditions of Syrian refugees and Jordanians through increased employment and improved infrastructure.</p> <p><i>(Comment: Not strictly impact in the RBM framework. See footnote to High level objective and Table 2 and related discussion in Section 2.)</i></p>	<p>Strengthen resilience of local host communities by improving livelihoods for host community members and Syrian refugees through job creation and infrastructure development.</p> <p><i>(Comment: The programme objectives for LP-III and LP-IV make reference to the resilience of the host community only. In the evaluation resilience of Syrian refugees is also considered under PR&EFF1.)</i></p>	<p>Strengthen resilience of local host communities by improving livelihoods for host community members and Syrian refugees through job creation and infrastructure development.</p>
High level impact (indicators)	<p>Outcome 1 (Indicator 1): Number of men and women both Jordanian and Syrian who benefited from access to improved infrastructure and services. Target: 350,000 beneficiaries <i>(Comment: The target is the estimated population in the zones of influence of EIIP projects. The estimated population is insufficient by itself to verify that they benefit from the improved infrastructure and services.)</i></p> <p>Indicator 2: Number of men and women both Jordanian and Syrian who benefited from increased income. Target: 18,000 Achievement: 22,210 <i>(Comment: The target figure is based on the target of 3,600 persons employed by the programme (headcount) multiplied by 5 on the assumption of average household size of 5. Achievement exceeds target because the number of persons employed on JP-V was 4,442. The calculations for JP-V, LP-III and LP-IV assume that only one person per household is employed during each phase.)</i></p>	<p>Programme indicator 1: Number of men and women whose livelihoods were positively affected by EIIP Projects (gender disaggregated) (Target values in the Project Document shows as “to be decided”). Target for LP-III: 35,000 Achievement: 48,890 <i>(Comment: There is some ambiguity in this programme level indicator since it does not specify whether the positive effect is from the improvements as outputs of projects or employment on projects or both. The equivalent programme indicator for LP-IV is clear that the indicator relates to increased income for the households of project workers. The target is based</i></p>	<p>Programme indicator 1: Number of men and women whose livelihoods were positively affected by EIIP Projects, including improved livelihoods and social cohesion (gender disaggregated) Baseline value: 52,210 Target value: 87,210 Target for LP-IV: 35,000 Achievement: In progress and expected to be achieved. <i>(Comment: Indicator is the same as for LP-III but target values are specified and amended from LP-III to disaggregate to two sub-indicators, “improved livelihoods” and “social cohesion”. The target figure, representing those benefiting from a household member being employed on an EIIP</i></p>

¹²⁶ Evaluator’s comments in italics and highlighted yellow.

¹²⁷ Evaluator’s term for impact since different terms are used in the results frameworks in Jordan and Lebanon EIIP phases. In Jordan the term used is “Programme impact” while it is “Programme objective”. Strictly speaking the high level objective for JP-V is an outcome. The JP-V Project Document refers to “lesser tensions between communities and increased resilience of refugees” as impacts in the theory of change context.

	Jordan EIIP Phase V (JP-V)	Lebanon EIIP Phase III (LP-III)	Lebanon EIIP Phase IV (LP-IV)
	<p>Indicator 3: Change in the percentage of workers willing to interact with other population groups (disaggregated by nationality and governorate) Target: 25%</p> <p><i>(Comment: Achievement is not strictly verifiable though there is workers' survey evidence of high and increased willingness for communities to interact. Excel Consulting (2022) sample survey had no pre-EIIP employment baseline but post-EIIP employment 79.5% of workers agreed or strongly agreed that working on an EIIP project enabled building new friendships regardless of nationality. Stave (2022) sample survey in one municipality found that interactions between persons increased from 53% before EIIP employment to 89% after, a 68% increase. This indicator relates to the higher level objective of reducing social tensions and improving cohesion.)</i></p>	<p><i>on the target of 7,000 persons to be employed during LP-III multiplied by 5 as the average size of the households of project workers. Achievement is based on 9,786 persons employed multiplied by 5 as the average household size.)</i></p>	<p><i>project, is based on 7,000 persons to be employed during LP-IV multiplied by 5 as the average size of the households of project workers. A no-cost extension to the end of June 2023 has been agreed for LP-IV.)</i></p>
Decent employment creation outcomes, objectives and indicators	<p>Outcome 1: Employment opportunities generated and access to the labour market improved for Syrian refugees and Jordanians. <i>(Comment: Outcome 1 encompasses two EIIP objectives, decent employment creation and improving employability. Outcome level indicator 1.1 and related Output level indicators relate to "Decent employment creation". Outcome level indicators 1.2 and 1.3 are under "Employability related objectives and indicators".</i></p>	<p>Project objective 1: Decent employment generated for Lebanese host communities and Syrian refugees through sustainable infrastructure development and environmental works and maintenance of public assets</p>	<p>Project objective 1: Decent employment and income generated for Lebanese host communities and Syrian refugees through sustainable infrastructure and green works, and specific COVID-19 related measures. <i>(Comment: Same as for LP-III with the addition of COVID-19 related measures.)</i></p>
	<p>Outcome level Indicator 1.1: Number of jobs reaching or exceeding 40 days duration created (disaggregated by sex, disability and nationality) Target: 3,900 jobs (250 workers employed in road sector and 3,650 workers employed in</p>	<p>Project indicator 1.1: Number of worker days created by the project Baseline value: 135,869 Target value (cumulative): 415,869 Target for LP-III: 280,000 Achievement: 335,228</p>	<p>Project indicator 1.1: Number of worker days created by the project (incl. Output 1.4) Baseline value: 415,869 Target value: 695,869 Achievable during project duration: 280,000 Achievement to end of April 2022: 68,208 (24.4%).</p>

	Jordan EIIP Phase V (JP-V)	Lebanon EIIP Phase III (LP-III)	Lebanon EIIP Phase IV (LP-IV)
	<p>municipalities) (50% Jordanians, 50% Syrians; 30% women; 3% PwD) Achievement: 4,267 jobs (48% Jordanian, 52% Syrian; 30% women; 5.4% PwD) (Comment: The jobs target of 3,900 in JP-V ProDoc was reduced to 3,300 with the donor's agreement because of the delayed start of the phase. The target of 3,900 jobs is retained here for comparison since the achievement on jobs exceeds the original and the reduced targets.)</p> <p>Output 1.1: Employment opportunities generated for Syrian refugees and Jordanians Indicator 1.1.1: Number of worker days created (disaggregated by type of intervention, sex, nationality and disability). Target: 260,000 worker days (26,700 worker days on road sector and 233,300 worker days on municipality works). Achievement: 265,279 worker days (28,151 worker days on road sector and 237,178 worker days on municipality works). Indicator 1.1.2: Amount of salaries paid to workers (disaggregated by type of intervention, sex and nationality). Target: € 4,871,516, of which € 571,925 for salaries, social security and work permits of workers for MPWH road maintenance, and € 4,299,591 for salaries, social security and work permits for municipal workers. Achievement: €4,888,980, of which €627,512 for salaries, social security and work permits of workers for MPWH road maintenance, and €4,261,468 for salaries, social security and work permits for municipal workers. (Comment: The differences between targets and achievements are small and mostly because of exchange rate changes between the € and USD, though there is somewhat higher spending on MPWH road maintenance and somewhat lower on municipal works.</p>	<p>(Comment: Baseline is number of worker days achieved during LP-I+II. This comment applies to the remaining indicators under this EIIP objective.)</p> <p>Project indicator 1.2: Number of people benefitting from work on an LRBT project Baseline value: 3,442 Target value (cumulative): 10,442 Target for LP-III: 7,000 Achievement: 9,786</p> <p>Project indicator 1.3: Number of jobs created (i.e. number of persons working for 40 days or more). Baseline value: 1,366 Target value (cumulative): 4,166 Target for LP-III: 2,800 Achievement: 4,407</p> <p>Output 1.1: Improved access to decent employment for Lebanese Host Community Members and Syrian Refugees (Comment: This output and indicators under it are related to decent work and inclusion aspects.)</p> <p>Output indicator 1.1.1: % of workers (women and men), benefitting from OSH Baseline value: 100% Target value: 100% Target for LP-III: 100% Achievement: 100%</p> <p>Output indicator 1.1.2: % of workers (women and men), benefitting from a labour contract Baseline value: 80% Target for LP-III: 80% Achievement: 100%</p> <p>Output indicator 1.1.3: % of women employed by the programme Baseline value: 10% Target value: 15% Target for LP-III: 15%</p>	<p>(Comment: Baseline is number of worker days achieved during previous phases. This comment applies to the remaining indicators under this EIIP objective.)</p> <p>Project indicator 1.2: Number of people benefitting from work on an LRBT project (incl. Output 1.4) Baseline value: 10,442 Target value: 17,442 Achievable during project duration: 7,000 Achievement to end of April 2022: 2,150 (30.7%)</p> <p>Project indicator 1.3: Number of jobs created (i.e. number of people working for 40 days or more) (incl. Output 1.4) Baseline value: 4,166 Target value: 6,966 Achievable during project duration: 2,800 Achievement to end of April 2022: 845 (30.2%)</p> <p>Output 1.1: Improved access to decent employment for Lebanese Host Community Members and Syrian Refugees (Comment: This output and indicators under it are related to decent work and inclusion aspects.)</p> <p>Output indicator 1.1.1: % of workers (women and men), benefitting from OSH. Baseline value: 100% Target value: 100% Achievable during project duration: 100%</p> <p>Output indicator 1.1.2: % of workers (women and men), benefitting from a labour contract. Baseline value: 80% Target value: 80% Achievable during project duration: 80%</p> <p>Output indicator 1.1.3: % of women employed by the programme Baseline value: 15% Target value: 15%</p>

	Jordan EIIP Phase V (JP-V)	Lebanon EIIP Phase III (LP-III)	Lebanon EIIP Phase IV (LP-IV)
	<p>Output 1.2: Strategy for increasing women participation implemented</p> <p>Indicator 1.2.1: Number of participants who attended awareness workshops with increased knowledge on gender equality in the workplace (disaggregated by sex, disability, and nationality) Target: 200 (of which 80% with increased knowledge) Achievement: 202 (Comment: The numbers are achieved though how 80% with increase knowledge is verified is not clear.)</p> <p>Indicator 1.2.2: Number of participants in all-women road routine maintenance works (disaggregated by nationality and disability) Target:30 Achievement: More than 75. (Comment: The target has been clearly well exceeded.)</p>	<p>Achievement: 28%</p> <p>Output indicator 1.1.4: % of people with disability employed by the programme Baseline value: 0.3% Target for LP-III: 2% Achievement: 0.25%</p> <p>Output 1.3: Improved participation of women in employment generation interventions (Comment: This output and related indicators are related to decent work and inclusion aspects, in particular increasing women's participation.)</p> <p>Output indicator 1.3.1: Number of employment generation interventions specifically targeting women Baseline value: 0 Target value: 5 Achieved during LP-III: 13 (8 in infrastructure works; 5 in agricultural works) (Comment: Implemented by ACTED and RMF as partners.)</p> <p>Output indicator 1.3.2: Number of jobs created for women (benefitting directly from the interventions) Baseline value: 0 Target value: 375 Target for LP-III: 375 Achievement: 536</p> <p>Output indicator 1.3.3: Number of interventions in SDCs increasing women's opportunities to participate in the EIIP projects Baseline value: 0 Target value: 1 Cancelled. (Comment: Cancelled along with other adjustments to respond to the multiple crises.)</p>	<p>Achievable during project duration: 15% Achieved to end of April 2022: 16.2%</p> <p>Output indicator 1.1.4: % of people with disability employed by the programme Baseline value: 2% Target value: 2% Achievable during project duration: 2% Achieved to end of April 2022: 3.4%</p> <p>Output 1.2: Improved social security for EIIP beneficiaries.</p> <p>Output indicator 1.2.1: % of workers enjoying work accident insurance. Baseline value: 100% Target value: 100% Achievable during project duration: 100%</p> <p>Output indicator 1.2.2: % of workers enjoying free or discounted health service. Baseline value: 0% Target value: 50% Achievable during project duration: 50%</p> <p>Output indicator 1.2.3: Simple and affordable work permit procedure for Syrian workers [Clarity on legal stay and work permit requirement] Baseline value: Not in place Target value: In Place Achievable during project duration: In place (Comment: Delayed from JL-III.)</p>

	Jordan EIP Phase V (JP-V)	Lebanon EIP Phase III (LP-III)	Lebanon EIP Phase IV (LP-IV)
Employability related outcomes, objectives and indicators	<p>Outcome level Indicator 1.2: Percentage of Jordanians and Syrian refugees graduating from skills training who access employment after one month of completing the training (disaggregated by sex, disability and nationality) Target: 40% <i>(Comment: This indicator has been removed because of labour market challenges. Number to be trained in Output Indicator 1.3.1 below)</i></p> <p>Outcome level Indicator 1.3: Percentage of Jordanians and Syrian refugees placed (in employment?) who are retained after four months of completing the training (disaggregated by sex, disability and nationality) Target: 50% (of target number under indicator 1.2) <i>(Comment: This indicator has been removed because of labour market challenges.)</i></p> <p>Output 1.3: Syrian refugees and Jordanians who completed their work with the Project given access to labour market oriented vocational training. Indicator 1.3.1: Number of Syrian refugees and Jordanian workers placed in labour market oriented vocational training (disaggregated by sex, disability and nationality) Target: 100 (out of which 30% women, 3% PwD, and 50% Syrian refugees) Achievement: 168 (out of which 37.5% women, 3.6% PwD, and 52% Syrian refugees) <i>(Comment: The target has been clearly well exceeded.)</i></p>	<p>Project indicator 2.3: Simplified work permit procedure for EIP approved by MoL and in use. <i>(Comment: This indicator is included here since it is related to employability for displaced Syrians. Since it is also related to institutional capacity, targets and achievements are included under Institutional and technical capacities strengthening and policy influencing.)</i></p>	<p>Output 2.3: Improved employability of EIP beneficiaries through on the job training</p> <p>Output indicator 2.3.1: Number of decent work awareness workshops for workers (one per project) Baseline value: 0 Target value: 20 Achievable during project duration: 20 Achievement to the end 2021: 8. Target expected to be met by the end of the phase.</p> <p>Output indicator 2.3.2: Number of EIP beneficiaries trained on the job. Baseline value: 0 Target value: 280 Achievable during project duration: 280 Achievement to the end 2021: 5 in pilot training. Target expected to be met by the end of the phase.</p> <p>Output 2.4: Knowledge products. Output indicator 2.4.1: Number of EIP knowledge products Baseline value: 3 Target value: 6 Achievable during project duration: 3</p>
Asset creation and maintenance related outcomes, outputs and indicators	<p>Outcome 2: Improved infrastructure through the use of labour intensive methods for men and women</p>	<p>Output 1.2: Improved and sustainable infrastructure and public assets of value for Lebanon</p>	<p>Output 1.3: Improved public assets and agricultural production through sustainable infrastructure and green works.</p>

	Jordan EIIP Phase V (JP-V)	Lebanon EIIP Phase III (LP-III)	Lebanon EIIP Phase IV (LP-IV)
	<p>Outcome level Indicator 2.1: Total Investment in infrastructure works Target: € 446,673, of which € 253,631 on road works, and €193,042 on municipal works. Information not found.</p> <p>Outcome level Indicator 2.2: Labour Intensity of Capital Investments (by type of work) Target: 69% for road works and 95% for municipality works. Targets met.</p> <p>Output 2.1: Improved roads through routine maintenance works Indicator 2.1.1: Kilometres of highways maintained Target: 300 km Achievement: 300 km</p> <p>Output 2.2: Improved municipal infrastructure Indicator 2.2.1: Number of municipalities supported Target: 9 municipalities Achievement: 12 municipalities</p> <p>Indicator 2.2.2: Units of infrastructures maintained Target: 1,000 km of municipality road, 30 parks, 55 cemeteries, 70 mosque compounds, 35 government office compounds, 20 health centres, 12,000 trees planted, 110 km kerb stone painting and repair, 11,000 sq meter fence painting. Achievement: 7,500 trees planted; 700 trees trimmed; 16.20 km of kerb constructed; 104.40 km of kerb stone painted and repaired; 6,780 m2 of fence painted; 10,050 m2 of footpath constructed; 1,850 m3 of gabions constructed; 2,500 m of concrete bumpers; 8 parks constructed; 7.0 km of road lines marked; 48 iron benches constructed; 16,000 kerbstones manufactured; 3,000 m2 of floor tiled; 2 town gates rehabilitated, 1 spring rehabilitated.</p> <p>(Comment: The target was a provisional list prior to the choice of municipal implementing partners</p>	<p>Output indicator 1.2.1: Number of Municipalities that provide the EIIP team with a letter of commitment for future maintenance Baseline value: 0% Target value: 100% Achievement: 100%</p> <p>Output indicator 1.2.2: Units of infrastructure constructed, rehabilitated or maintained Baseline value: 9 Target value (cumulative): 21 Target for LP-III: 12 Achievement: 16 (of which 11 infrastructure; 1 forestry; 1 Hiya Tabni; 1 agriculture support; 1 MSME; 1 Beirut Port explosion rubble clearing) (Comment: Infrastructure projects include 3 road maintenance projects in partnership with MoPWT. Number of infrastructure projects reduced or amended to accommodate initiatives in response to COVID, the economic crisis and the Beirut Port explosion.)</p>	<p>Output indicator 1.3.1: Signed letter of commitment by municipality/owner before work starts Baseline value: 100% Target value: 100% Achievable during project duration: 100%</p> <p>Output indicator 1.3.2: Units of infrastructure constructed, rehabilitated or maintained (excl. Output 1.4) Baseline value: 21 Target value: 41 Achievable during project duration: 20 Achievement to end of April: All projects in progress or in preparation.</p> <p>Output indicator 1.3.3: Signed handover of assets including commitment to operation and maintenance to municipality/owner upon completion of works Baseline value: 100% Target value: 100% Achievable during project duration: 100%</p> <p>Output 1.4: Employment creation and recovery for Beirut Port explosion special intervention.</p> <p>Output indicator 1.4.1: Value of signed contracts for Beirut Port explosion intervention Review of project contracts Baseline value: € 170,000 Target value: € 1,970,000 Achievable during project duration: € 1,800,000 Achievement to end of 2021: Value of signed contracts – USD1.62 million.</p> <p>Output indicator 1.4.2: Number of projects for Beirut Port explosion intervention Baseline value: 1 Target value: 4 Achievable during project duration: 3</p>

	Jordan EIIP Phase V (JP-V)	Lebanon EIIP Phase III (LP-III)	Lebanon EIIP Phase IV (LP-IV)
	and development of implementation agreements with them.)		<p>Achievement to end of April 2022: 1 project completed, 2 in progress.</p> <p>Output indicator 1.4.3: Number of worker days generated for Beirut Port explosion intervention Baseline value: 10,000 Target value: 40,000 Achievable during project duration: 30,000</p> <p>Output indicator 1.4.4: Number of jobs created for Beirut Port explosion intervention Baseline value: 200 Target value: 500 Achievable during project duration: 300</p>
Institutional and technical capacities strengthening and policy influencing	Output 2.3: Improved capacity of public and private sectors to implement employment intensive approaches	Output 2.1: Improved capacity of private companies to implement employment intensive programmes and local resource based approaches for sustainable infrastructure development, maintenance and environmental works	Project objective 2: Enhanced capacity for job creation and asset mgt. through inst. dev. contractor training and on the job training of workers for enhanced employability
	<p>Indicator 2.3.1: Number of municipal and MPWH officials who attended training and increased knowledge on employment intensive approaches (disaggregated by sex and disability) Target: 106 (of which 80% increase knowledge on employment intensive approaches) Achievement: 183 (Comment: The numbers are comfortably exceeded though how 80% with increase knowledge is verified is not clear.):</p> <p>Indicator 2.3.2: Number of private sector contractors / engineers who attended training (disaggregated by sex and disability) Target: 18 (of which 80% increase their knowledge of employment intensive approaches) Achievement: 33 (Comment: The numbers are comfortably exceeded though how 80% with increase knowledge is verified is not clear.):</p>	<p>Project indicator 2.1.1: Number of private sector contractors having received formal training on employment intensive approaches and decent work practices Baseline value: 60 Target value (cumulative): 80 Target for LP-III: 20 Achievement: 79 (Comment: The number of companies which participated in LRBT training to bid for EIIP contracts far exceeded the target.)</p> <p>Output indicator 2.1.2: Value of contracts signed with contractors applying LRBT and SSF Baseline value: €5,987,911 (\$6,812,446) Target value cumulative): €14,518,857 (\$16,518,104) Target for LP-III: €8,530,946 (\$9,639,967) Exchange rate based on €14,000,000 = \$15,927,189 (€1.00 = \$1.1377) Achievement: USD9,859,592 (Comment: Achievement is approximate from the list of projects and contracts in Table 6 based on</p>	<p>Project indicator 2.1: National policy and operational guidelines for EIPs. Baseline value: Partly in place Target value: In place Achievable during project duration: In place</p> <p>Project indicator 2.2: Capacity in private sector to implement EIPs Baseline value: Partly in place Target value: In place Achievable during project duration: In place</p> <p>Project indicator 2.3: Percentage of EIIP workers securing work on other construction projects Baseline value: 0 Target value: 20% Achievable during project duration: 20%</p> <p>Output indicator 2.1.1: Number of private sector contractors having received formal training on employment intensive approaches and decent work practices Baseline value: 139</p>

	Jordan EIIP Phase V (JP-V)	Lebanon EIIP Phase III (LP-III)	Lebanon EIIP Phase IV (LP-IV)
		<p>information provided by the programme to the end of April 2022 and affected by exchange rate adjustments.)</p>	<p>Target value: 159 Achievable during project duration: 20 Achievement to the end of 2021: 64</p> <p>Output indicator 2.1.2: % of contracts successfully completed Baseline value: 90% Target value: 90% Achievable during project duration: 90%</p> <p>Output indicator 2.1.3: Value of contracts signed with contractors applying LRBT and Decent Work principles (Phase IV total) Baseline value: € 14,500,000 Target value: € 26,500,000 Achievable during project duration: € 12,000,000</p> <p>Output 2.2: Enhanced capacity of the Public Sector to facilitate the implementation of employment intensive programs</p> <p>Output indicator 2.2.1: Number of MoL staff (including inspectors) with improved knowledge of EIIP and Decent Work Practices Baseline value: 27 Target value: 42 Achievable during project duration: 15</p> <p>Output indicator 2.2.2: Number of MoSA staff with improved knowledge of EIIP and Decent Work Practices Baseline value: 10 Target value: 25 Achievable during project duration: 15</p> <p>Output indicator 2.2.3: Number of Municipality Staff with improved knowledge of EIIP and Decent Work practices Baseline value: 10 Target value: 30 Achievable during project duration: 20</p>

	Jordan EIIP Phase V (JP-V)	Lebanon EIIP Phase III (LP-III)	Lebanon EIIP Phase IV (LP-IV)
			<p><i>Output indicator 2.2.4: EIP Guidelines approved and in use by MoL and MoSA.</i> <i>Baseline value: Approved</i> <i>Target value: In use</i> <i>Achievable during project duration: In use</i></p>
		<p>Output 2.2: Enhanced capacity of the Public Sector to facilitate the implementation of employment intensive programmes</p> <p>Project indicator 2.2.1: Number of MoL staff (including inspectors) with improved knowledge of EIIP and decent work Practices <i>Baseline value: 12</i> <i>Target value (cumulative): 27</i> <i>Target for LP-III: 15</i> <i>Achievement: 10</i> <i>(Comment: Target not met because of change in government and personnel.)</i></p> <p>Project indicator 2.2.2: Number of MoSA staff with improved knowledge of EIIP and Decent Work Practices <i>Baseline value: 5</i> <i>Target value (cumulative): 20</i> <i>Target for LP-III: 15</i> <i>Achievement: 10</i> <i>(Comment: Target not met because of change in government and personnel.)</i></p> <p>Project indicator 2.2.3: Number of Municipality Staff with improved knowledge of EIIP and Decent Work Practices <i>Baseline value: 10</i> <i>Target value (cumulative): 20</i> <i>Target for LP-III: 10</i> <i>Achievement: 11</i></p> <p>Project indicator 2.2.4: Social Safeguards Framework approved by MoL <i>Baseline value: Draft</i> <i>Target value: Approved</i></p>	

	Jordan EIIP Phase V (JP-V)	Lebanon EIIP Phase III (LP-III)	Lebanon EIIP Phase IV (LP-IV)
		<p><i>Achievement: Approved</i></p> <p>Project indicator 2.2.5: <i>Simplified Work Permit procedure for EIIP approved by MoL</i> <i>Baseline value: Draft</i> <i>Target value: Approved</i> <i>Achievement: Not approved.</i> <i>(Comment: : Process needs to restart because of change in government and personnel.)</i></p> <p>Project indicator 2.2.6: <i>SOP for LRBT approved by MoSA</i> <i>Baseline value: Draft</i> <i>Target value: Approved</i> <i>Achievement: Approved</i></p> <p>Project indicator 2.2.7: <i>SOP and methodology for LRBT formally adopted by the Livelihood Sector Steering Committee</i> <i>Baseline value: N/A</i> <i>Target value: Adopted</i> <i>Achievement: Adopted</i></p>	

Appendix C: The evaluation frame: Main criteria, sub-criteria and sources including interviewees

Evaluation criteria and sub-criteria	Notes: Comments, data sources and methodology.	Indicators / measurement
Relevance and strategic fit (RS)	The extent to which the objectives are aligned with sectoral, national priorities and those of the international stakeholders, including those of the ILO.	
<ul style="list-style-type: none"> • Are the project objectives aligned with sectoral and national priorities? How do the projects fit into the national dialogue in relation to the Humanitarian Development Peace Nexus? (RS1) • How do the projects contribute to the ILO's Programme & Budget, Decent Work Country Programmes, United Nations Sustainable Development Framework, and SDGs? (RS2) • To what extent were the EIIP technologies and implementation modalities appropriate for the situation in Lebanon and Jordan during the project implementation period? (RS3) 	<p><i>The influx of refugees is a major crisis for the refugees and host communities and for the countries and the region. The EIIP projects and phases are part of national and international efforts to mitigate the crisis. The evaluation will examine: (a) the strategic fit between the EIIP approach and national, UN and ILO priorities and policies for addressing the challenge posed by the refugee influx, and (b) the intended contribution of the projects and phases to crisis mitigation.</i></p> <p><i>Data sources for RS1 and RS2 are national policy and international agency documents and materials (e.g. the Jordan and Lebanon Response Plans for the Syria crisis, 3RP documents, Decent Work Country Programmes, ILO Programme & Budget and UN Sustainable Development Frameworks). For RS3 documents on EIIP technologies and implementation are relevant in addition to project documents (to include project planning and management documents).</i></p> <p><i>For elements of RS1 and RS2, the relevant interviewees are ROAS senior management and programme officers, Resilience and Crisis Response Specialist, Job Creation through Public Investment (JCPI) chief in DEVINVEST at ILO HQ, EIIP CTAs and other members of the project teams, ministries and directorates which are partners in implementing, municipality partners in implementing, staff of other projects implementing employment intensive and cash for work (CFW) projects (to be identified by consulting the project teams), policy ministries and agencies and workers and other project beneficiaries.</i></p>	<p>RS1 – Qualitative comparison of coherence between project objectives and: (a) sectoral and national priorities, and (b) national dialogue on the Humanitarian Development Peace Nexus.</p> <p>RS2 – Qualitative comparison of the project's contribution to ILO's Programme & Budget, Decent Work Country Programmes, United Nations Sustainable Development Framework, and SDGs. (to be tabulated for clarity).</p> <p>RS3 – Qualitative appraisal of technologies and project types (e.g. investment in different types of infrastructure works vs routine maintenance and clearing) and their appropriateness in Lebanon and Jordan, supported by quantitative evidence on labour intensity.</p> <p>Qualitative appraisal of implementation modalities supported by quantitative evidence. Implementation modalities have a number of dimensions which will be considered (e.g. working with municipalities or agencies of central ministries as partners, direct employment of workers vs contractors employing workers, payment methods, procurement, supervision and safeguards compliance modes).</p>

Evaluation criteria and sub-criteria	Notes: Comments, data sources and methodology.	Indicators / measurement
	<p><i>For RS3, the relevant interviewees are project CTAs and teams, the Resilience and Crisis Response Specialist, members of the JCPI team, municipalities as implementation partners, contractors and workers as project beneficiaries. Interviews with implementing and policy ministries and agencies and contractors will include questions on these aspects. Interviews with the donor will provide their perspective.</i></p>	
Coherence and validity of design (CVD)	The extent to which the project design, logic, strategy and elements were/remain valid vis-à-vis problems and needs.	
<ul style="list-style-type: none"> • Are the project strategies and structures coherent and logical? (CVD1) • Do the projects make a practical use of a monitoring and evaluation framework? How appropriate and useful are the indicators in assessing the project's progress? Are indicators gender sensitive? How evaluable are the projects' set-up for Phase IV Lebanon? (CVD2) 	<p><i>The degree to which the project objectives have been delivered or are being delivered depends on the project coherence and design as well as implementation. The four broad objectives, to be further refined during the early stages of the evaluation, are: (a) immediate employment creation (for livelihood support) with requirements for balance between refugee and host community participation, inclusion (per cent of women and disabled persons participating) and duration of employment; (b) improvement or preservation of infrastructure, productive assets and other public assets including municipal and environmental; (c) Improved capacity to manage and implement local resource-based employment intensive projects, and (d) improved employability beyond project employment.</i></p> <p><i>The sources of data for addressing all three specific questions are the project documents (to include project planning and management documents for CVD2), evaluability reports, and the monitoring and evaluation systems of the projects.</i></p>	<p>CVD1 – Qualitative appraisal and comparison of the coherence and logic of strategies and structures of projects. The strategies and structures will be mapped against the four broad objectives identified in the “Notes: Comment, data sources and methodology” column. Any differences between countries in the relative weights between the objectives will be taken into account in the mapping and the appraisal.</p> <p>CVD2 – Qualitative appraisal and comparison of the M&E frameworks of the projects. Identification of the key quantitative monitoring indicators in the results matrices including those for participation by women and persons with disability (PwD) (e.g. employment generated in number of days, persons employed and jobs created, employment of women and PwDs).</p> <p><i>Qualitative appraisal of evaluability of Phase IV and the use of quantitative and qualitative indicators in</i></p>

Evaluation criteria and sub-criteria	Notes: Comments, data sources and methodology.	Indicators / measurement
<ul style="list-style-type: none"> To what extent did the project design take into account specific gender equality and non-discrimination concerns, including inclusion of people with disabilities? (CVD3) 	<p><i>The relevant interviewees are the project CTAs and other staff (management and field supervisory), implementing partners (ministries, agencies and municipalities), the donor, programme officers, contractors and workers as project beneficiaries. Interviews or focus group discussions with women workers and persons with disabilities (PwDs) will include questions / discussion points to obtain their perspective on CVD3. Interviews with project staff in some depth will provide information on the M&E frameworks and indicators and the use of checklists and any other instruments to monitor working conditions, compliance with standards, gender and PwD sensitivity and measures in place in the design to enable women’s and PwDs’ participation.</i></p> <p><i>Interviews with implementing and policy ministries and agencies and contractors will include questions on these aspects. FGDs with workers in addition to available reports on workers’ surveys will provide their perspective on working conditions, compliance with standards and gender and PwD sensitivity.</i></p>	<p><i>the context of the economic crisis, taking account of the issues raised in the Phase IV evaluability report (Symphony, 2021) on the relationship between quantitative indicators on the number of persons benefiting from the phase and the economic crisis context.</i></p> <p>CVD3 – Qualitative appraisal of the relevant design aspects (e.g. communications, conditions for contractors, recruitment procedures and monitoring compliance).</p>
<p>Efficiency of resource use (EFN)</p>	<p>The extent to which the outputs achieved are derived from an efficient use of financial, material and human resources</p>	
<ul style="list-style-type: none"> To what extent have project activities been cost-efficient? Have resources (funds, human resources, time, expertise etc.) been allocated strategically to achieve outcomes? To what extent can the project results justify the time, financial and human resources invested in the project? (EFN1) To what extent has the project been able to build on other ILO or 	<p><i>Project documents and interviews with project staff in depth are key for addressing cost effectiveness, asset creation and preservation, labour intensity and resource allocation. The donor’s perspective is also of key importance and hence this will be one of the topics included in the interviews with the donor in both the countries. Further interviews with implementing and policy ministries and agencies will provide their perspectives on these aspects.</i></p>	<p>EFN1 – Qualitative appraisal of allocation of resources and achievement supported by quantitative evidence on the budget, personnel and time).</p> <p>EFN2 – Qualitative evidence on national and regional synergies including coordination and collaboration</p>

Evaluation criteria and sub-criteria	Notes: Comments, data sources and methodology.	Indicators / measurement
<p>non-ILO initiatives either nationally or regionally, in particular with regard to the creation of synergies in cost sharing? (EFN2)</p>	<p><i>Project documents, interviews with project staff, national ILO offices and ROAS management and programme officers and Resilience and Crisis Response Specialist will form the base for addressing this aspect. Interviews with implementing and policy ministries and agencies will be sources for information on their synergies to date and going forward and other non-ILO sources for synergies. Organisations offering synergies will also be interviewed. Project staff and ILO ROAS will be the sources of information on the relevant organisations and initiatives.</i></p>	<p><i>with agencies offering cash for work and using more employment intensive approaches in public works.</i></p>
<p>Project progress and effectiveness (PR&EFF)</p>	<p><i>The extent to which the phases have: (a) achieved / are achieving the outputs and outcomes, and (b) coped with external challenges (in particular COVID-19 in both countries and the economic crisis in Lebanon).</i></p>	
<ul style="list-style-type: none"> • What progress has the project made towards achieving the overall objective and outcomes? (PR&EFF1) • How did outputs and outcomes contribute to ILO’s mainstreamed strategies including gender equality, social dialogue, labour standards, and environmental sustainability? (PR&EFF2) • To what extent did the project respond to emerging and changing needs in response to COVID-19 in both countries and the economic crisis in Lebanon? What could have been done better? (PR&EFF3) 	<p><i>The four broad objectives referred to under the criterion Coherence and validity of design will form the basis for the evaluation of PR&EFF1 and PR&EFF2. Project documents and interviews with project staff and implementing and policy ministries and agencies will provide the information required. The donor’s perspective will also be sought.</i></p> <p><i>On PR&EFF3, when the phases were designed there was no reason to anticipate a global pandemic. The issues that will be addressed under this sub-criterion are the measures taken with respect to design and operations to implement the programme while attempting to minimise the risks for Project participants, staff and other stakeholders. Project documents reporting the impact of COVID-19 and for working under pandemic conditions and interviews with project staff, municipality officials and interviews and focus groups with project workers will be the sources of evidence.</i></p>	<p>PR&EFF1 – Review of quantitative and qualitative evidence, notably in the results matrices of phases to assess progress (LP-IV) and achievement (JP-V and LP-III). The quantitative indicators of outputs are related to employment generated (including for women and PwDs), persons benefiting from completed projects and capacity development inputs (with variation in emphasis between Jordan and Lebanon). Their contribution to achieving the outcomes (see Table 1: Basic information on Lebanon and Jordan EIP Phases being evaluated for statement of outcomes).</p> <p>PR&EFF2 - Review of quantitative and qualitative evidence in the results matrices of phases to assess progress and achievement to include quantitative evidence on women’s and PwD’s participation and qualitative evidence from project documents, KIIs with project teams and FGDs with beneficiaries and contractors on equal treatment for women and PwDs.</p>

Evaluation criteria and sub-criteria	<i>Notes: Comments, data sources and methodology.</i>	Indicators / measurement
		<p>Qualitative appraisal of the effectiveness of environmental and social safeguards.</p> <p>PR&EFF3 – Qualitative appraisal using qualitative and quantitative evidence of effects of COVID-19 (both countries) and the economic crisis and the Beirut Port explosion (Lebanon) and responses. For COVID-19 in Jordan, the indicators of effects are delays and any related costs. For responses, the measures taken to protect workers, contractors and staff and changes in scope of the phase. For COVID-19 in Lebanon, on top of the economic crisis and the Beirut Port explosion, the responses are measures taken to protect workers, contractors and project team and changes in implementation including any repurposing.</p>
Impact orientation (IM)	Long-term or higher level likely or actual effects: Contribution to improving the resilience of host communities and reduction of tensions between the refugees and host communities.	
What is the likely contribution of the projects to the impact of the intervention? (IM1)	<i>Project documents (including workers’ surveys which include questions on the effects of the projects on relations between refugees and host communities) and interviews with project staff and Resilience and Crisis Response Specialist will provide information and insights on impact. Interviews with implementing and policy ministries and agencies and contractors and FGDs with beneficiaries will include questions on these aspects. A question will be included in the donors’ interviews for their perspective on longer term impacts.</i>	IM1 - Indicators for this higher level objective are the responses to questions in workers’ surveys on host community members and Syrians working together and trust and respect between them, supplemented by evidence from KIIs with the informants identified in the “ Notes: Comment, data sources and methodology ” column.
Effectiveness of management arrangements (EFM)		

Evaluation criteria and sub-criteria	Notes: Comments, data sources and methodology.	Indicators / measurement
<ul style="list-style-type: none"> How does the project governance structure facilitate good results and efficient delivery? And if not, why not? (EFM1) How effective was communication among the project teams, the regional office and the responsible technical department at ILO headquarters? Have the projects received adequate technical and administrative support/response from the ILO backstopping units? (EFM2) 	<p><i>Project documents and interviews with project staff and national ILO offices will provide information and insights on management effectiveness. The donor's perspective will also be sought on the effectiveness of management in their relationship with the projects in the two countries.</i></p> <p><i>Project documents and interviews with project staff and government entities (implementing and policy ministries and agencies will provide the required information and insights on this aspect of management). Interviews with the donor will provide their perspective on stakeholder engagement to date and views on such engagement going forward. Interviews with contractors to obtain their perspective is also relevant since they engage with the project staff and government entities.</i></p> <p><i>Project documents and interviews with project staff and national ILO offices will provide information and insights on the effectiveness of communication and support from the regional and technical departments. The perspective of the regional office and technical departments is also relevant here. Since the donor may also have had engagement with the ILO at the regional and HQ levels, a question on this aspect will be included in the interview.</i></p>	<p>EFM1 - Qualitative appraisal of the effects of governance structure and process on achievement of results, timeliness and quality.</p> <p>EFM2 - Qualitative appraisal of effectiveness of communications within project teams, with regional office and technical departments. Indicators are timely and appropriate interaction, response and support.</p>
Sustainability (SU)	The extent to which adequate capacity building of national partners has taken place to achieve sustainability.	
<ul style="list-style-type: none"> Are the results achieved by the projects likely to be sustainable? What measures have been considered to ensure that the key components of the project are sustainable beyond the life of the project, including potential exit strategy? (SU1) 	<p><i>Considerations related to sustainability of project results are: (a) whether operation and maintenance agreements are in place and likely to be implemented; (b) the extent to which the knowledge developed by the project (policy guidelines, research papers, progress reports, manuals and other tools) have the potential of being utilised after the end of the project to inform policies and practitioners; (c) the capacity of implementation partners to implement projects in the future, and (d) the extent to which skills obtained by beneficiaries</i></p>	<p>SU1 – Indicators for (a) whether implementation agreements (IAs) include operation and maintenance agreements for completed projects and the likelihood of availability of resources for these activities. For (b) indicators are adoption of policy guidelines and SOPs by implementing partners and ministries and other agencies implementing cash for work projects. On (c) the number of training days are inputs into capacity development. The likely out in the form of developed</p>

Evaluation criteria and sub-criteria	Notes: Comments, data sources and methodology.	Indicators / measurement
<ul style="list-style-type: none"> To what extent was sustainability of impact taken into account during the design of the project? (SU2) 	<p>during participation have helped or are likely to help in finding other employment.</p> <p>Interviews with implementing and policy ministries and agencies as the stakeholders who would need to commit to securing sustainability are key for (a) and (b) above. FGDs with contractors would include questions on their learning and capacity development and FGDs with beneficiaries will provide their perspective on skills development. The donor's perspective on sustainability, the timescales for securing it and support for developing it are important and therefore the interviews with the donor in both the countries will include questions on these aspects.</p>	<p>capacity would need to be judged from any evidence on performance supplemented by appraisal by the project team and implementation partners. On (d) the evidence on inputs will be any training provided and on outputs evidence from FGDs with beneficiaries.</p> <p>SU2 – Indicators for (a) under SU1 are evidence from project documents including IAs on whether sustainability is included in the IAs and whether there are project handover agreements with sustainability requirements. On (b) in SU1, whether the project design included a plan for developing policy papers and guides. On (c) and (d) in SU1, whether training for implementation partners and beneficiaries was included in the design.</p>

Appendix D: Composition of evaluation focus groups of EIIP participants in Jordan and Lebanon

Composition of focus groups in Jordan

Location	Gender and nationality of participants and focus group size				
	Gender		Nationality		Size
	Female	Male	Syrian	Jordanian	
Mu'ab Municipality Karak Governorate (South)	3	4	3	4	7
Mu'ab Municipality Karak Governorate (South)	-	8	-	8	8
Bergish Municipality Irbid Governorate (North)	-	8	8	-	8
Bergish Municipality Irbid Governorate (North)	8	-	-	8	8
Sahab Municipality Amman Governorate (Central)	5	-	5	-	5
Total	16	20	16	20	36

Composition of focus groups in Lebanon

Project and location	Gender and nationality of participants and focus group size				
	Gender		Nationality		Size
	Female	Male	Syrian	Lebanese	
Construction of pedestrian network, Karantina (urban)	5	1 ⁽¹⁾	3 ⁽²⁾	3	6
Rehabilitation of Customs Building, Beirut Port (urban)	-	7	7	-	7
Rehabilitation of Police Station, Karantina (urban)	2	3	-	5	5
Construction of vegetable market, Al Qaa (urban, small town, inland)	3	3 ⁽²⁾	3	3 ⁽²⁾	6
Routine road maintenance and spot improvement, Hasbaya (rural)	-	5	-	5	5
Construction of sidewalks, Qab Elias (urban, town, inland)	-	7	4	3	7
Construction of agricultural roads, East Zahle (rural)	1	5	4	2	6
Construction of waterfront, Al Mina (urban, coastal)	-	5	2	3	5
Total	11	36	23	24	47

Notes:

- (1) Male was a person with disability.
- (2) Includes person (male) with disability.

Appendix E: List of documents consulted

(Note: n.d. denotes not dated.)

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Appendix F: List of persons consulted

Jordan

EIIP project team

Simon Done, Project CTA

Farah Al Azab, Communications, Community Development & Monitoring Officer

Hazim Abu Issa, National Engineer - Irbid

Sharif Khaled, National Engineer - Mafraq

Anas Al Bakhit, National Engineer - Amman

Government ministries and municipalities

His Excellency Mr. Farouq Al Hadidi, Secretary General, Ministry of Labour (MoL)

Jumana Al Abbadi (Project focal point), Head of Solid Waste Planning and Management Section, Ministry of Local Administration (MoLA)

Hamdan Yacoub (Project focal point), Ministry of Labour (MoL)

Maram Al Ayob (Project focal point), Ministry of Public Works and Housing (MPWH)

2 road maintenance contractors (Mafraq and Karak governorates)

6 representatives of municipalities (Birin, Burgish, Mu'ab, Naour, Sahab, Umm Quttain)

Project workers in FGDs

5 FGDs (mixed men and women, separate men and women, mixed and separate Jordanians and Syrians in three municipalities, Burgish, Mu'ab and Sahab)

36 workers (16 women, 20 men, 20 Jordanian, 16 Syrian)

Lebanon

EIIP project team

Richard Lorenz, Chief Technical Advisor

Tomas Stenstrom, former Chief Technical Advisor

Shafiur Rahman, International Engineer

Tarek Jaber, National Engineer

Ghida Hammieh, National Engineer

Fadi Hashem, Procurement and Finance Officer

Patil Mardigian, Communications, Monitoring and Evaluation Officer

Rita Abou Jaoude, Decent Work and Gender Advisor

Hani Baltaji, Social Safeguard Officer

Elie Hanna, Social Safeguard Officer

Sleiman Jaber, Social Safeguard Officer

Mira Sayah, Social Safeguard Officer

Maya Abboud, Social Safeguard Officer

Emile Karam, Social Safeguard Officer

ILO ROAS

Peter Rademaker, Deputy Regional Director

Maha Kattaa, Resilience and Crisis Response Specialist

Hideyuki Tsuruoka, Regional M&E Officer

Toni Ayrouth, Programme Officer

KfW

Leanord Dlubatz, KfW Office (External Consultant), Beirut

Government ministries and municipalities officials

Ola Boutros, Advisor to the Minister of Social Affairs, Ministry of Social Affairs (MoSA)

Denise Dahrouj, EIIP Focal Point, Ministry of Labour (MoL)

Bachir Matar, Al Qaa Mayor and Al Qaa Municipal Engineer
Ibrahim Nasser, Head of East Zahle Villages Union
Sami Safadi Head of Hasbaya Union
Tarek El Mouallem, Engineer of Qab Elias Municipality

Representatives of other agencies and projects

Nada Nohra, Livelihood & Local Economic Development (L-LED) Specialist, UNDP
Sawsan Nourallah, Women Economic Empowerment Coordinator, Social and Local Development
Yousra Taleb, National Livelihoods Coordination Officer, UNDP
Nabil Mouawad, Rene Moawad Foundation (RMF) (Agricultural Support)
Nadine Roumieh, Rene Moawad Foundation (RMF) (Hiya Tabni)
Sophie Mansour Lebanon Reforestation Initiative (LRI)
Raymond Khoury, Green Plan (focal point for EIIP)
Omar Sakr, President, London Mountain Trail Association (LMTA)

Contractors

Antoine Abou Halloun and Leila Ghazzoul, AHLCO Contracting Company
Omar Chebaro, ARCC Contracting Company
Robert Yammine, Maurice Yammine Contracting
Sara Beaini, UDC

Workers and other beneficiaries

Project workers in FGDs

7 FGDs (mixed men and women, separate men, a women's group with one male PwD, mixed and separate Lebanese and Syrians in 7 locations, Beirut Port area, Al Mina, Al Qaa, Karantina, Hasbaya, Qab Elias, East Zahle)

47 workers (11 women, 36 men, 24 Lebanese, 23 Syrian)

Beneficiaries from improved agricultural road in East Zahle

ILO Headquarters, Geneva

Chris Donnges, Coordinator, Employment Intensive Investment Programme (EIIP), JCPI.

Appendix G: Lebanon EIIP LP-IV project implementation details

Road Maintenance in coordination with MoPWT						
Cluster	Project	USD	Duration	Wd	Jobs	Status
Aley Clust, Mt Lebanon	Road mtc. 30.3 km	347,266	Jun 21-Jun 22	9,108	154	SI: 35% on track. RM2: 50%
Laqlouq Cl. Mt Lebanon	Road mtc. 26.5 km	260,640	Jun 21-Jun 22	9,108	154	SI: 25% on track. RM2: 4%
Akkar Clust. Akkar	Road mtc. 33.5 km	356,627	Jul 21-Jul 22	19,431	235	SI: 40% on track, RM2: 25%
Saida Clust. South	Road mtc. 30.7 km	293,702	Jul 21-Jul 22	12,772	235	SI: 83% on track. RM2: 90%
Hasbaya Cl South	Road mtc. 32.1 km	330,638	Aug 21-Aug 22	9,687	220	SI: 80% on track RM2: to start in May
Ehden Clust. North	Road mtc. 35.4 km	331,804	Aug 21-Aug 22	12,196	230	SI: 10% on track. RM2 to start in May
Response to Beirut Blast in coordination with Beirut Municipality and MoPWT						
Municipality	Project	USD	Duration	Wd	Jobs	Status
Beirut	Repair Police Station	209,696	Sep 21-Feb 22	8,196	150	100% on track
Beirut	Repair Customs Bldg.	931,053	Jan 22-Sep 22	25,074	450	8% On track
Beirut	Pedestrian paths in Karantina	480,170	Feb 22-Aug 22	34,516	320	3% On track
Municipal Projects						
Municipality	Project	USD	Duration	Wd	Jobs	Status
All Lebanon. 50 municip.	LMT maintenance	1,100,000	Sep 21-Sep 22	58,120	1,353	33.5 % on track
Hrar Akkar	Agricultural Roads 10 km	TBA	Est May 22	TBA	TBA	Contract awarded Mobilization under way.
Mhamra, Akkar	School Block	583,149	Mar - Nov 22	19,049	359	5% on track
Tamnin el T. Bekaa	Agricultural Roads 10 km	TBA	Est May 22	TBA	TBA	Contract awarded Mobilization under way.
Qab Elias Bekaa	Sidewalk 2 km	358,358	Mar - Aug 22	12,203	126	7% on track
Damour, Mt Lebanon	Agricultural Roads 5 km	TBA	Est May 22	TBA	TBA	Contract awarded Mobilization under way.
Nabatieh South	Cultural Centre	TBA	Est May 22	TBA	TBA	Contract awarded Mobilization under way.
Tal Maayan Akkar	Agricultural roads	TBA	-	TBA	TBA	Design phase – pending assessment
Mansoura, Bekaa	Agricultural roads	TBA	-	-	-	Design phase – pending assessment
4 locations in Akkar, Nabatieh and Bekaa	SDC rehabilitation	TBA	Est May 22	TBA	TBA	Design phase
Farm Infrastructure in coordination with MoA and Green Plan						
Municipality	Project	USD	Duration	Wd	Jobs	Status
All Lebanon	800 Farmers	4,000,000	Jun 21-Dec 22	80,000	800	Work design completed, tender phase for contractors

NB amounts and timelines for ongoing projects as per original contract. Completed projects show actual values

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

COST ESTIMATE/ANALYSIS FOR THE CONSTRUCTION OF 1 KM OF AGRICULTURAL ROAD (GRAVEL SURFACING)

Revised on 27 Nov 2017

ACTIVITIES	Unit	Quantity for 1 km	Optimising using labour based approach					Conventional approach		Remarks
			Task rate	Total Wds for 1 km		Labour cost USD	A. Total cost. Use labour-based. USD	B. Total cost use equipment based. USD		
				Unskilled	Skilled					
General item+ site camp	Ls			30		600	1000	1000		
Clearing	m2	9000	120 m2/Wd	75	5	1675	2027	2700	Use equipment	
Cut to spoil and level 50% of road length	m3	323	2.5 m3/Wd	129	9	2881	3486	1935		
Excavate earth drain (70%)	m3	357	2.5 m3/Wd	143	10	3189	3859	2142		
Filling and leveling average 15 cm compacted thickness	m3	675	6 m3/Wd	135	9	3015	5940	5198		
Forming camber	m3	240	6 m3/Wd	48	3	1072	2112	1848		
Road sub-base course 15 cm compacted thickness	m3	600	6 m3/Wd	110	7	2457	10020	9360		
Road base course 15 cm compacted thickness	m3	600	6 m3/Wd	110	7	2457	11640	10980		
Drainage structure										
Concrete side drain 60 cm x 60 cm (15%)	lm	300		270	89	8492	24300	22800	Use equipment and labour	
Pipe culvert 80 cm diameter(2x5m)	lm	10		30	10	950	3300	3300		
Total				1080	148	26787	67684	61263		

COST ESTIMATE/ANALYSIS FOR THE CONSTRUCTION OF 1 KM OF AGRICULTURAL ROAD (GRAVEL SURFACING)

Revised on 27 Nov 2017

ACTIVITIES	Unit	Quantity for 1 km	Optimising using labour based approach					Conventional approach	
			Task rate	Total Wds for 1 km		Labour cost USD	A. Total cost. Use labour-based. USD	B. Total cost use equipment based. USD	Remarks
				Unskilled	Skilled				
SUMMARY OF COSTING									
Total cost of 1 km of the concrete irrigation canal is USD					67684		61263		
Percentage cost difference between labour based and conventional approach					9%				
Total labour cost for 1 km (USD)					26787		6050		
Labour cost as % of the total project cost					40%		10%		

COST ESTIMATE FOR THE CONSTRUCTION OF 1 KM OF CONCRETE IRRIGATION CANAL (80 CM X 80 CM)

Revised on 23 Nov 2017

ACTIVITIES	Unit	Qty for 1 km	Optimising of using labour based approach					Use conventional approach	
			Task rate	Total Wds for 1000 lm		Labour cost USD	A. Total cost. Use labour-based. USD	B. Total cost use equipment based. USD	Remarks
				Unskilled	Skilled				
General item+ site camp	Ls								
CLEARING (50%)	m ²	3	120 m ² /Wd	25.0	2	558	676	676	
EXCAVATION FOR FOUNDATION (50%)	m ³	0.9	3 m ³ /Wd	300.0	20.0	6700	8107	5400	Use equipment
HAUL, FILL, SPREAD AND COMPACT GRAVEL BASE COURSE	m ³	0.22	6 m ³ /Wd	36.7	2.4	819	266	266	

COST ESTIMATE FOR THE CONSTRUCTION OF 1 KM OF CONCRETE IRRIGATION CANAL (80 CM X 80 CM)

Revised on 23 Nov 2017

ACTIVITIES	Unit	Qty for 1 km	Optimising of using labour based approach					Use conventional approach		
			Task rate	Total Wds for 1000 lm		Labour cost USD	A. Total cost. Use labour-based. USD	B. Total cost use equipment based. USD	Remarks	
				Unskilled	Skilled					
MIX, HAUL, PLACE AND COMPACT LEAN CONCRETE	m ³	0.11	1.2 m ³ /Unskilled Wd + 6 m ³ /Skill Wd	91.7	18.3	2475	7700	6600	Use premixed concrete	
PREPARE AND INSTALL FORMWORK	m ²	3.6	50 m ² /Unskilled Wd+50m ² /skilled Wd	72.0	72.0	3960	6660	6660		
BENDING, FIXING AND PLACING STEEL BARS	Kg	40.5	200 kg/Unskilled Wd+200 Kg/skilled Wd	202.5	202.5	11138	37665	37665		
MIX, HAUL, PLACE AND COMPACT CONCRETE	m ³	0.405	1.2 m ³ /Unskilled Wd + 6 m ³ /Skill Wd	337.5	67.5	9113	40500	36450	Use premixed concrete	
HAUL, BACK FILL, SPREAD, AND COMPACT	m ³	0.33	6 m ³ /Wd	55.0	3.7	1228	1486	1486		
Total				1120	388	35991	103060	95203		
SUMMARY OF COSTING										
Total cost of 1 km of the concrete irrigation canal is						USD	103060	95203		
Percentages cost difference between labour based and conventional approaches						%	8%			
Total labour cost for 1 km						USD	35991	17703		
Labour cost as % of the total project cost						%	35%	19%		



Appendix I: Lessons learned

Evaluation of Employment Intensive Infrastructure Programmes in Lebanon (Phase III & IV) & Jordan (Phase V)

Project DC/SYMBOL: LBN/18/01/DEU (106898 / 502291); LBN/20/03/DEU (107921 / 502636); JOR/19/03/DEU (107190 / 502424)

Name of Evaluator: Kirit Vaidya

Date: 09 November 2022

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

LESSON LEARNED ELEMENT	LL1
Brief description of lesson learned (link to specific action or task)	The two programmes between them have demonstrated the wide scope of works that EIIP encompasses, infrastructure and building construction and maintenance, forestry management and improving municipal amenities and services.
Context and any related preconditions	Where there are acute needs for employment generation to play a part in supporting livelihoods the wide scope of works if not constrained by the sectors in which works should focus and stipulation of labour intensities to be achieved would lead to more effective responses.
Targeted users / Beneficiaries	The direct beneficiaries are the programmes and the other key stakeholders (the donor, ILO ROAS, policy makers in Lebanon and Jordan and others in the CfW sector in the countries). The wider beneficiaries are JCPI and policy makers and donors in other parts of the world implementing CfW projects.
Challenges /negative lessons - Causal factors	The challenges are policies, guidelines and resource constraints which limit the scope of activities. In addition to stipulation of very high labour intensities in Jordan the requirement that municipalities meet the cost of materials, equipment and tools and their limited resources are challenges.
Success / Positive Issues - Causal factors	The positive issues are the cluster evaluation approach which enabled comparison between the effects of different policies and constraints in the two countries and demonstration of the wide scope of works.
ILO Administrative Issues (staff, resources, design, implementation)	For the design of future phases and planning their implementation would be improved by considering the potential scope of works how the scope would be affected by the policy and resource constraints.



Evaluation of Employment Intensive Infrastructure Programmes in Lebanon (Phase III & IV) & Jordan (Phase V)

Project DC/SYMBOL: LBN/18/01/DEU (106898 / 502291); LBN/20/03/DEU (107921 / 502636); JOR/19/03/DEU (107190 / 502424)

Name of Evaluator: Kirit Vaidya

Date: 09 November 2022

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

LESSON LEARNED ELEMENT	LL2
Brief description of lesson learned (link to specific action or task)	The lesson is the need for persistence, developing innovative and pragmatic solutions and supporting the Government of Jordan to develop policies and regulations which enable displaced Syrians to work on the programme and gain wider access to the labour market.
Context and any related preconditions	The context is the understandable concerns of the host country government and communities on the competition between displaced Syrians and host community members in the market for unskilled labour on which the poor and vulnerable host community members rely.
Targeted users / Beneficiaries	The targeted users are policy makers in the two countries and designers and implementers of the CfW programmes in similar situations.
Challenges /negative lessons - Causal factors	The challenges are not just to do with policies and regulations and how effectively they are applied but the tensions created between the host and displaced communities because of the competition for jobs and livelihoods.
Success / Positive Issues - Causal factors	Providing decent jobs on EIIP projects to members of the host community and displaced Syrians in equal numbers and effective management of work have contributed to reduced tensions.
ILO Administrative Issues (staff, resources, design, implementation)	The persistent efforts required to support the changes in the work permit regime has taken up programme staff time. ILO ROAS support and collaboration with others in the sector have been instrumental in supporting the government to develop a pragmatic solution and share the financial cost in particular in setting up the Policy Support Unit in the MoL.



Evaluation of Employment Intensive Infrastructure Programmes in Lebanon (Phase III & IV) & Jordan (Phase V)

Project DC/SYMBOL: TLS/16/02/EUR

Name of Evaluator: Kirit Vaidya

Date: 29 June 202229 June 202229 June 202229 June 202229 June 202229 June 202229 June 202229 June 202229 June 2022

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

LESSON LEARNED ELEMENT	LL3
Brief description of lessons learned (link to specific action or task)	The economic crisis in Lebanon compounded by COVID-19 and the Beirut Port explosion necessitated the need for flexibility and innovation to adapt the programme to continue operating effectively and to provide the increased support needed for the displaced Syrian and host community members.
Context and any related preconditions	The context was the crises which jeopardised effective functioning of the programme and greater need for its support in Lebanon.
Targeted users / Beneficiaries	The direct beneficiaries were the project participants and the wider communities. The users of the lessons were the programme and other key stakeholders and more widely those developing policies and implementing programmes in other countries in similar situations.
Challenges /negative lessons - Causal factors	The negative factors were the fall in the sharp falls in the programme wage rate which jeopardised the programme because of the unwillingness of workers to join and continue working and potentially higher project costs because of unrealistic official exchange rates.
Success / Positive Issues - Causal factors	The positives were the adaptation shown by the programme team supported by the donor and ILO ROAS to work with exiting and additional partners (NGOs) to adapt the programme to add new more labour intensive initiatives to generate the much more employment than the target.
ILO Administrative Issues (staff, resources, design, implementation)	The issues were adaptability and innovation required in changing the implementation and donor and ILO ROAS to enable these.



Appendix J: Emerging good practices

Evaluation of Employment Intensive Infrastructure Programmes in Lebanon (Phase III & IV) & Jordan (Phase V)

Project DC/SYMBOL: LBN/18/01/DEU (106898 / 502291); LBN/20/03/DEU (107921 / 502636); JOR/19/03/DEU (107190 / 502424)

Name of Evaluator: Kirit Vaidya

Date: 09 November 2022

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

GOOD PRACTICE ELEMENT	GP1
Brief summary of the good practice (link to project goal or specific deliverable, background, purpose, etc.)	The programmes in both countries have increased the targets for women’s participation and met them. In Jordan the target was raised to 30 per cent of project participants in Lebanon to 15 per cent.
Relevant conditions and Context: limitations or advice in terms of applicability and replicability	These targets have been achieved in the context of cultural norms and customs under which the type of works offered by the programmes and in public places are not considered acceptable. It is important to be aware of local sensitivities and in a few cases (as in the one case of a municipality in Karak in Jordan) the obstacle may prove to be too challenging, the approaches pursued in the two countries are applicable and replicable in most situations with sensitive and proactive approaches.
Establish a clear cause-effect relationship	There is no single cause-effect relationship. A combination of awareness raising of the principles and the practice, including equal pay for work of equal value, decent well supervised work conditions, being sensitive to the location of work, women only work teams and training have been instrumental in achieving women’s participation.
Indicate measurable impact and targeted beneficiaries	The measurable impact is the achievement of targets for women’s participation supplemented by survey evidence on women’s appreciation of the work opportunities and independence. Women participating are the beneficiaries. More widely the beneficiaries would be women on other CfW programmes and other work places.
Potential for replication and by whom	The potential for replication is on other CfW programmes and other work places in the two countries and elsewhere.
Upward links to higher ILO Goals (DWCPs, Country Programme Outcomes or ILO’s Strategic Programme Framework)	There are clear links with the important ILO cross-cutting gender inclusion theme and decent work principles.
Other documents or relevant comments	JP-V, LP-III and LP-V progress reports. For Lebanon the Hiya Tabni (She can build) project completion report.



Evaluation of Employment Intensive Infrastructure Programmes in Lebanon (Phase III & IV) & Jordan (Phase V)

Project DC/SYMBOL: LBN/18/01/DEU (106898 / 502291); LBN/20/03/DEU (107921 / 502636); JOR/19/03/DEU (107190 / 502424)

Name of Evaluator: Kirit Vaidya

Date: 09 November 2022

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

GOOD PRACTICE ELEMENT	GP2
Brief summary of the good practice (link to project goal or specific deliverable, background, purpose, etc.)	EIIP Lebanon practice of preparing project completion reports as records of achievement, the rating of the contractor's performance and obligations (where appropriate) and handover to the partner. The report also includes observations on the issues in implementation and lessons learnt. "Project" here refers to a sub-project implemented under each programme.
Relevant conditions and Context: limitations or advice in terms of applicability and replicability	The context is a clear understanding in the design and implementation, including in the implementation agreement with partners, of what the project will achieve its handover to the partner and responsibility of the partner as owner to maintain the asset or activity.
Establish a clear cause-effect relationship	A clear understanding of the conditions in the implementation agreement from the outset and the formal procedure for project handover to transfer ownership and responsibility.
Indicate measurable impact and targeted beneficiaries	The evidence is the project completion reports and related documents. The assessable impacts are the quality of works and eventually the extent to which the partner has been able to maintain assets and continue activities.
Potential for replication and by whom	There is value in all EIIP programme and projects adopting this practice if it is not already practised. Replication would also be valuable in other CfW project and programmes.
Upward links to higher ILO Goals (DWCPs, Country Programme Outcomes or ILO's Strategic Programme Framework)	The higher goal link is to the sustainability of the outputs and outcomes of initiatives.
Other documents or relevant comments	EIIP Lebanon LP-III project completion reports.



Evaluation of Employment Intensive Infrastructure Programmes in Lebanon (Phase III & IV) & Jordan (Phase V)

Project DC/SYMBOL: LBN/18/01/DEU (106898 / 502291); LBN/20/03/DEU (107921 / 502636); JOR/19/03/DEU (107190 / 502424)

Name of Evaluator: Kirit Vaidya

Date: 09 November 2022

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

GOOD PRACTICE ELEMENT	GP3
Brief summary of the good practice (link to project goal or specific deliverable, background, purpose, etc.)	The engagement of technically qualified Social Safeguards Officers (SSOs) in Lebanon who combine environmental and social safeguards (ESS) compliance with site supervision.
Relevant conditions and Context: limitations or advice in terms of applicability and replicability	Availability of personnel who are technically qualified to provide site supervision and have the capabilities required for ESS compliance. This is applicable and replicable elsewhere. If the suitably trained and experience personnel are not available, training on the programme could develop capacity and personnel for programme sustainability and for other programmes.
Establish a clear cause-effect relationship	Engagement of such personnel contributes to communication between contractors and project workers and the programme team and would improve the quality of works and ESS compliance.
Indicate measurable impact and targeted beneficiaries	Assessable impact would be on the quality of works and effectiveness of ESS compliance.
Potential for replication and by whom	There is replication potential for EIIP projects and programmes and other CfW projects in the two countries and elsewhere.
Upward links to higher ILO Goals (DWCPs, Country Programme Outcomes or ILO's Strategic Programme Framework)	The role promotes the higher ILO goal of compliance with the environmental and social safeguards and voice for employers.
Other documents or relevant comments	LP-III and LP-IV progress reports and LP-III completion reports to which the SSOs have contributed.