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Acronyms

3RP	Regional Refugee Resilience Plan
CIP	Capital Investment Plan
CTA	Chief Technical Advisor
DG	Director General
DWCP	Decent Work Country Programme
EIIP	Employment Intensive Infrastructure Program
EOP	End of Programme
ILO	International Labour Organisation
KfW	KfW Development Bank
LCRP	Lebanon Crisis Response Plan
LHSP	Lebanon Host Communities Support Programme
LRBT	Labour Resource Based Technology
MAPs	Municipal Action Plans
M&E	Monitoring and Evaluation
MCI	Morrissey Consulting International
MoEW	Ministry of Energy and Water
MoF	Ministry of Finance
MoL	Ministry of Labour
MoSA	Ministry of Social Affairs
MoPW	Ministry of Public Works
MRR	Map of Resources and Risks
MTR	Mid-Term Review
NGO	Non-Government Organisation
OH&S	Occupational Health and Safety
P4P	Partnership for Prospects
PMC	Project Management Committee
PSC	Project Steering Committee
R&E	Roads and Employment
ROAS	Regional Office of Arab States
SMEs	Small Medium Enterprises
SOP	Standard Operating Procedure
SSO	Social Safeguard Officer
TOC	Theory of Change
TVET	Technical and Vocational Education and Training
UNDP	United Nations Development Programme
UNHCR	United Nations High Commission for Refugees
UNSF	United Nations Strategic Framework
USD	United States Dollar
WB	World Bank
WHH	Women Headed Households
WP	Work Permit

Executive Summary

The Employment Intensive Infrastructure Programme (EIIP) in Lebanon aims to create short-to-mid-term employment opportunities for Lebanese host community members and Syrian refugees through infrastructure works such as rural road rehabilitation, storm water drains, irrigation and water projects, sidewalks, public markets. The focus of the programme is on providing short-term labour employment opportunities coupled with the provision of improved physical infrastructure and assets for Lebanon.

The original agreement was to implement EIIP Lebanon in three phases over 30 months, with Phases I and II covering the first 12 months (which now has been extended for 10 months until 31 October 2018). The activities being evaluated here cover Phase I and II with associated approved financing.

The programme is being implemented by ILO and UNDP. The ILO is the lead agency with the UNDP fulfilling an implementing partner role. Infrastructure measures are being complemented by training in employment intensive methods for contractors and capacity building for public institutions. In addition, the Ministry of Labour (MoL) is being supported to promote a system for speedy and transparent issuance of work permits to Syrian refugees in Lebanon, allowing them to legally and formally take up employment. Support is also being directed toward the Ministry of Social Affairs (MoSA) to lead the integration of the Labour Resource Based Technology (LRBT) approach within the Lebanon Crisis Response Program (LCRP).

The primary purpose of the Mid Term Report (MTR) was to examine the relevance, design validity, effectiveness, efficiency potential impact and sustainability of the programme. The MTR report reflects findings on how the programme is progressing towards its stated objectives, production of desired outputs, and the extent to which outcomes have been realised. A summary of the findings is outlined below.

Relevance

The EIIP is relevant and addresses current needs in Lebanon with regards to the Syrian refugee crisis. The following points highlight the relevance of the programme in addressing specific needs.

- **Syrian refugees suffer from poverty and need work opportunities.** The localities where Syrian refugees reside are particularly in need of assistance. There is a need to support Syrians to participate in the formal as well as informal workforce. There are also vulnerable Lebanese requiring employment opportunities. With one quarter of refugee households headed by a woman, there is a need for increased access to work opportunities for women.
- **The GoL continues to require assistance in rebuilding Infrastructure** which is of a poor standard in urban and rural municipalities in Lebanon.
- There is a **clear linkage between the objectives of the programme and the priorities of the German Government BMZ** which are focused on providing decent work opportunities.
- **The lack of institutions in Lebanon has made it difficult for the ILO to engage in its tripartite mandate** of engaging with employer and worker associations and the Decent Work Country Program (DWCP) consultations. Nevertheless, the project has worked closely with the Chamber of Commerce for training and involvement in tender distributions.
- **The EIIP fits within the draft DWCP pillars** and actively seeks to promote a decent work agenda.¹
- **The EIIP Lebanon fits well into the strategic objectives and planned approaches of relevant humanitarian frameworks in Lebanon.** National development plans have been lagging but the GoL has recently developed a capital investment plan with a focus on infrastructure and jobs.
- The project is **aligned with the United Nations Strategic Framework (UNSF) for Lebanon 2017-2020.**

Design Validity

The structure of Modules 1-4 is logical and practical in outlining a plan for the provision of short term work opportunities to Syrians and Lebanese communities through infrastructure development projects. The intention of increasing household income, improving social cohesion, increasing economic infrastructure, promoting decent work and social safeguards and facilitating work permits for Syrians are key strategic initiatives of the programme.

Sustainability pathways involving longer term adoption of LRBT by contractors; maintenance of infrastructure by municipalities using LRBT; and the adoption of LRBT by development partners are valid. However, there are

¹ "The ILO in Lebanon" retrieved at http://www.ilo.org/beirut/countries/lebanon/WCMS_526989/lang--en/index.htm

assumptions underpinning the design that are being tested over the course of implementation. Some of these include assumptions that have been tested already, including the daily rate of pay of \$20. Other assumptions have been shown to be unrealistic. These include assumptions relating to the GoL: that the GoL is supportive of the MRR as a selection process, the GoL would accept environmental works (non-infrastructure) activities and that the GoL would support implementation of changes to work permit processes.

Assumptions that are still being tested over the course of implementation include assumptions that Lebanese would be willing to work alongside Syrians in manual labour positions and that women could perform in traditionally male occupations and that cost calculations regarding the comparability of machines and labour would hold out in implementation. The results framework includes most of the elements required but it has some inconsistencies and the structure is awkward. It's recommended that the results framework be revised in preparation for the proposed transition to Phase III.

Effectiveness

The EIIP did have a complicated commencement due to a number of internal challenges and external influences (political and social contexts) witnessed at the time. The MTR is confident that work is now underway and progress is being realised against key targets. A summary of findings is included below:

- **Project selection took a long time causing delays.** It was incorrectly assumed that the Lebanon Host Communities Support Program's (LHSP) Maps of Risks and Resources (MRR) process had achieved ownership by the ministries involved (MoSA and MoL) but the ministerial representatives on the PMC (MoL and MoSA) rejected the initial proposals selected through the MRR² and more negotiation was required before projects were finally selected. It was a challenge for the project team to meet the Government's requirements that all projects involved in infrastructure (no environmental works) to allocate a minimum of 35% of the total budget be apportioned for labour costs. The cost metrics of infrastructure projects are challenging in Lebanon considering the relatively high cost of labour.
- The ILO has seven (7) projects. As of April 2018, four (4) of these are underway, 1 of these will begin works in April 2018 and two are in the process of being tendered.
- UNDP has three (3) projects. All three projects are in the stage of contract finalization as of April 2018.
- A total of USD5,048,708 for capital works has been allocated across all programs.
- **A total of 8,546 worker days (representing 8% of the target)** have been created out of an End of Programme (EOP) target for Phases I and II of 95,800
- **A total of 448 people has been employed (representing 18.7% of the target)** on EIIP out of an EOP target for Phases I and II of 2395.
- **A total of 2770 (32%) of the workers were Lebanese and 5776 (68%) were Syrian. By disaggregating the total, 931 (11%) were female and 7615 (89%) were male. The target for Lebanese was 50% and 10% for women.**
- **Potential skills and opportunities for longer-term employment have been identified.** Workers are learning new skills and contractors are matching up worker skills with specialized tasks. Contractors mentioned that they intended to retain a proportion of the staff after completion of the EIIP project. These subjects will be explored more fully in the Workers and Perceptions survey to be conducted after each project. ILO is supporting the GoL to develop a national TVET strategy. Lessons learned from the EIIP should provide input into the development of this strategy and the TVET strategy should support the EIIP in developing pathways towards sustainable jobs. At the same time, the ILO should continue to investigate alternative strategies for achieving sustainable long term jobs for Syrians and Lebanese.
- The EIIP has made some strong strides in supporting reform of work permit regulations and procedures for Syrians but there are big challenges in scaling up reforms due to low capacity in the MoL and discrimination against Syrians. Building on recent legislation that removed the prohibition of displaced Syrians to work, the design states that the EIIP would support the MoL to issue 25,000 work permits to Syrians. Upon implementation, it became clear that the cost of work permits remained prohibitive and the MoL is not sufficiently equipped and capacitated to handle the vast demand for work permits. Thus the numeric value for work permits was changed into a qualitative indicator based on a discussion between ILO and KfW.
- In this context, **rather than facilitating large numbers of work permits, the focus of the EIIP has been on supporting legislation, regulations and systems that simplify the process and reduce the cost of work**

² With a high level of fragmentation among the Government along confessional and political party lines and an upcoming election in May 2018, the Ministers proposed projects from their own electorates to the PMC.

permits. With the support of the Work Permit Advisor, the EIIP has supported the MoL to develop a simplified process for work permits including a significant cost reduction (\$500-600 to \$80) and requested to the Ministry of Finance (MoF) for the elimination of all fees. At this stage, however, it is not clear whether the changes to the work permit process will result in benefits for Syrian refugees beyond the beneficiaries of the EIIP. MoL have limited capacity to process applications. The first step will be to roll the process out to other UN agencies.

Impact

Although implementation of projects are generally in respective inception phases, there is some early evidence of impacts (both positive and negative). These include:

- **Initial reports indicate that beneficiaries are responding positively:** Workers stated that they are happy with the rate of pay and the sense of security knowing that they would be paid regularly on-time.
- In terms of the economic impact of beneficiary households, **the jobs are short term so the impact is limited.** Jobs are still restricted to the duration of the grant.
- **The EIIP has targets for female participation of 10%, and so far, these have been met but the targets are low.** According to UNHCR, one quarter of Syrian refugee households in Egypt, Iraq, Syria, Jordan and Lebanon are headed by women.³ This would suggest that the target percentage for women's participation needs to be raised. Another challenge to women working is that women are required to work in what are traditionally male jobs. Women's traditional jobs include work in agriculture and forestry but these are considered environmental works which are not included as part of EIIP Phase I & II. Obtaining jobs for women should therefore be a consideration when negotiating with the GoL for Phase III. The EIIP would benefit from an operational gender strategy.
- **There have been achievements in national balance although they fall short of the 50% target.** The ratio of participation of Lebanese to Syrians (0.27) is below target. The PMC is keen to reach the target of employment of 50% Lebanese. Overcoming barriers to Lebanese working in manual labour positions alongside Syrians is challenging. The wage rate of \$20 a day, on par with the minimum wage, is a mechanism for self-selection of needy Lebanese. In some areas, there are many more Lebanese willing to work on EIIP (Tal Abbas) than others (Hamana). The Labour Force Study currently being conducted by the ILO should provide data to identify locations and project types for attracting Lebanese workers. Lebanese workers are usually more skilled and incur higher wages. National balance targets may therefore involve a trade-off with priorities around cost effectiveness and the cost percentage of labour.
- **The EIIP has provided capacity building for the private sector including training for prospective contractors. Early evidence suggests that contractors appreciate the LRBT approach but some are struggling with managing their budgets under the approach.** For most contractors, the LRBT approach is new. Contractors appreciated the use of safety features which improved the image of their company and the social capital generated from providing positions to people in the community. One contractor stated his intention to retain approximately twenty EIIP workers. However, some contractors also felt that the application of the decent work approach was impractical. Also, one contractor said he was losing money on the EIIP project due to the excess time taken by the workers to complete the task compared to the calculations in his bid. Understanding the cost dynamics of the LRBT approach in implementation is an important challenge moving forward that should bear on future project selection and contractor training.

Management arrangements

The project has been managed well but there have been some staffing challenges to date. The intention of this section is not to apportion blame or fault but rather to objectively consider the current implementation model, provide an assessment and provide practical guidance to support implementation moving forward. Some key issues to note include:

- There were **delays in recruitment** and it took considerable time to recruit key positions at the ILO, including the CTA, which caused delays in implementation.
- The program is led by a CTA with a UNDP CTA included as a "focal point". This has caused some level of confusion from some stakeholders. It would be better if the UNDP LHSP CTA was referred to as the UNDP

³ "145,000 Syrian refugee women fight for survival as they head families alone" (8/7/14)
<http://www.unhcr.org/en-au/news/press/2014/7/53ba6b066/145000-syrian-refugee-women-fight-survival-head-families-alone.html>

coordinator in the organigram to make the delineation clear between roles and responsibilities. To complement this revised role, an operations director should be recruited, particularly since implementation of projects is underway. A Deputy Team Leader could be considered from existing staff to support the CTA with representation and management, particularly when on leave or away from the office.

- The project structure for **technical (engineering) supervision** on the project needs to be reviewed. According to the project design, UNDP provides technical support at ILO sites. UNDP have 2 engineers based in each locality at the project site. The engineers engaged through ILO are Beirut-based with intentions to undertake regular site visits.
- The role of the SSOs in monitoring project sites is important.⁴ However, their role in monitoring decent work seems overly emphasized compared to technical monitoring. One option would be to expand the role (with appropriate change in skillset) of the SSO positions so they can provide technical as well as decent work monitoring.
- Embedded advisors in the Ministries clearly play an important role in relationship building however their work plan should be more fully elaborated.
- Links with technical specialists could be further developed. Although the technical specialists are not funded directly by the program they represent a resource to ILO programmes. Moreover, the policy development work that the specialists are engaged in would benefit from the ground level experience of implementation focused programmes such as the EIIP.

Scale up and sustainability

The EIIP has made a strong start in supporting the scale up and institutionalisation of the LRBT approach with several activities. The project team should attend to lessons learned that emerge during implementation to ensure these efforts continue to evolve and develop. Some comments and findings include:

- The project is supporting municipal governments to prepare budgets for maintenance of infrastructure built on the project using a LRBT approach. The project team need to monitor municipality capability and activity in this area and provide support as needed. This will be challenging as the project team are not integrated into budget planning at the municipal level. Nevertheless, some influence should be possible.
- The WB USD200 million Roads and Employment (R&E) Programme aims at improving transport connectivity along select paved road sections and creation of short terms jobs for Lebanese and Syrians by way of rehabilitation of some 500km of roads plus routine maintenance.⁵ As the R&E Programme ramps up, the WB is looking to the ILO for technical guidance on the LRBT and decent work approaches. Unlike grant funded LRBT projects, the GoL will not allow increases in the cost due to the application of the LRBT. To ensure the ILO can provide good quality guidance to the WB/GoL, the ILO needs to document lessons on how the LRBT can be employed on infrastructure projects in a cost-effective manner.
- In the lead up the roll out of the R&E Programme, the KfW will be funding a pilot on road maintenance, implemented by the ILO. The project is aimed at catalysing a change in operational practices towards more ongoing maintenance in the Government's public works activities that save money in the long run. Road maintenance is one activity which is relatively compatible with an LRBT approach but the PMC would not permit these activities to be included in the EIIP. The road maintenance pilot will thus be funded as a separate component with CDR and World Bank collaboration. This pilot will be important to demonstrate (i) the cost saving effects of budgeting and implementing road maintenance and (ii) the suitability of road maintenance for job creation.
- Supported by the EIIP Lebanon, MoSA is develop a Standard Operating Procedure (SOP) for the utilization of LRBT in livelihood interventions. MoSA will present the LRBT methodology for adoption by the Livelihood Sector Steering Committee. The Steering Committee will then promote the LRBT among livelihood interventions implemented by UN agencies, NGOs and other donors involved in the LCRP. It will be important to identify and promote lessons learned about applying the LRBT approach in community projects throughout this process.

Recommendations

⁴ SSOs are supervising all the decent wage conditions including payment of wages, monitor mainly the attendance of the labourers, check the muster roll, check if each labourer is taking his wage appropriately and if they are wearing the equipment.

⁵ ILO, Concept Note: Demonstration Pilot for Labour Based Road Maintenance in Lebanon (5/4/18)

Moving forward the evaluation team makes the following key recommendations:

- **Recommendation 1:** The ILO and UNDP should use the MRR as part of a broader methodology and selection process for Phase III and the selection criteria should be tightened to mitigate the effects of individual interests weighing in on the process. LI data (and cost effectiveness) should feature as a key determinant in selection moving forward (No resource implications. High priority)
- **Recommendation 2:** The ILO should engage and collaborate with World Bank/CDR to demonstrate labour-based maintenance as an effective strategy to sustain quality of the road network while creating employment (No immediate resource implementations. High priority).
- **Recommendation 3:** The ILO, with UNDP support, should commence the process of project selection for Phase III as soon as possible (preferably in May/June 2018. This way the implementation of Phase III projects can start immediately from the start of Phase III (Resources to be allocated on selected activities. High priority).
- **Recommendation 4:** To strengthen the collaboration of the UN agencies, and the ILO's ability to meet its responsibilities as lead agency, the division of work between the agencies and clear criteria for allocation of investment funds should be developed and agreed. This includes agreement on monitoring and evaluation responsibilities as well (Resources to be allocated based on agreements. High priority).
- **Recommendation 5:** Using current implementation experiences, the ILO and UNDP should tighten cost calculations for infrastructure activities (road and sidewalks and environmental works). This will provide the basis for negotiating with the Government on the need for inclusion of some environmental works activities such as forestry and road maintenance on the percentage of the budget which must be allocated to labour (No resource implications. Low priority).
- **Recommendation 6:** The project team should conduct a feasibility and risk (including financial) assessment on embedding the EIIP within the MoPW (and other technical Ministries) with a view to potentially piloting this approach in the future (No resource implications. Low priority).
- **Recommendation 7:** The ILO and UNDP to review and agree on project management structures moving forward. Possible revisions include: engagement of an operational manager to support the CTA; staffing to support individual implementation arrangements; location of engineering staff to field based positions. The ILO also needs to consider its staffing resource profile and use of advisers as part of an overall review of staffing aligned to budget (Possible resource implications – more a reallocation of existing resources. Medium priority)
- **Recommendation 8:** The ILO to review and revise activity plans for ILO supported ministerial advisers (Possible resource implications but not anticipated. Medium Priority).
- **Recommendation 9:** In supporting better management and facilitating better communication, the CTA and ILO ROAS management should meet regularly to ensure the program is resourced appropriately and aligned with an efficient implementation model (No resource implications. Medium/High priority)
- **Recommendation 10:** The project team should develop a gender strategy for the project focused on increasing the target percentage for women and ensuring that the project maximizes the opportunity to work through making resources available to support active participation of women (childcare, toilets, etc.). A clear target for participation of disabled people should be added (Possible resource implications in terms of contractor budgets. Medium/High Priority).
- **Recommendation 11:** The project team should assess whether municipal governments will have enough funds and staff to maintain the infrastructure and over what time-period and develop potential capacity building activities for municipalities on this basis. (No resource implications. Low Priority)
- **Recommendation 12:** The ILO should focus on strengthening linkages between the EIIP and the TVET strategy, built on the findings of the Labour Force Survey, with a view to facilitating sustainable jobs in the private sector. With its provision of work permits and decent work for Syrians, the EIIP might be a space to start a precedent for qualifications for Syrians who to date have been restricted primarily to the informal sector (Resource implications to conduct labour force survey. Medium Priority)
- **Recommendation 13:** EIIP to place greater emphasis on selected research studies, evaluation work and key lessons learned to develop a more robust and rigorous evidence base to inform future decision around the application of LBRT approaches, CFW programs and broader employment program nationally (Possible resource implications with the design of specialized research and evaluation studies. Medium Priority).

1. Introduction

The MTR of the EIIP in Lebanon is an independent assessment of the program’s progress towards defined objectives and outcomes. The evaluation also seeks to provide relevant guidance and recommendations based upon available evidence to inform future strategic implementation and management.

As outlined in a proposal, the MTR proposed to apply a similar approach and methodology to a review recently applied a EIIP programme in Jordan. However, there is a recognition that the EIIP Lebanon has several context specific issues and challenges that needed to be considered and assessed as part of the overall MTR. The MTR promoted a *utilisation focused evaluation* that was implemented in a collaborative and mutually beneficial process targeted at enhancing programme performance for the benefit all stakeholders, namely the people of Lebanon.

Key findings are detailed in the following section and a specific reference is provided, based on the findings to inform a proposed third phase of implementation. This guidance is then supported by a series of key conclusions and recommendations

2. Project Background and Context

In September 2016, a total of 1,017,433 registered Syrian refugees was reported to live in Lebanon. This substantial influx has severely affected the country’s socio-economic situation and has resulted in unprecedented restrictions on Syrians entering Lebanon since late 2014. Labour market challenges have been exacerbated by the refugee crisis and the unemployment rate has doubled to 12%.

Public infrastructure including roads, waste management systems, electricity grids and public buildings such as schools and healthcare facilities have deteriorated at a rapid speed. Syrian nationals are exempt from the general prohibition on foreigners when working in agriculture, construction and environment activities according to the Decision No. 218/1 issued by the MoL on the 19th of December 2015.

The EIIP Lebanon aims to create short-to-mid-term employment opportunities for Lebanese host community members and Syrian refugees through infrastructure works. The original agreement was to implement EIIP Lebanon in three phases over 30 months, with Phases I and II covering the first 12 months (which now has been extended for 10 months until 31 October 2018). The activities being evaluated in this MTR cover Phase I and II.

At the centre of the project are labour-intensive infrastructure rehabilitation and improvement measures such as rural road rehabilitation, storm water drains, irrigation and water projects, sidewalks, public markets, etc. The project is implemented in partnership with UNDP and based on project identification procedures established through the Lebanon Host Communities Support Programme (LHSP) in the most vulnerable municipalities of Bekaa, North and Mount Lebanon that host most of the deprived Lebanese and refugees.

Infrastructure measures are complemented by training, on employment intensive methods for contractors and capacity building for public institutions. The MoL is also being supported to promote a system for speedy and transparent issuance of work permits to Syrian refugees in Lebanon, allowing them to legally and formally take up employment.

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

Module Objective 1: Improved access to decent employment of Lebanese Host Community Members and Syrian refugees	
Output 1.1: Mechanisms for job creation in infrastructure works applied	Output 1.2: Improved and sustainable infrastructure and public assets value for Lebanon
Module Objective 2: Improved and sustainable infrastructure and public assets value for Lebanon	
Output 2.1: Capacity of Municipalities is built to contract and manage labour intensive approaches in rehabilitation and maintenance of infrastructure	Output 2.2: Capacity of Private sector at national and local level is built to implement employment intensive approaches in rehabilitation and maintenance
Module Objective 3: Enhanced capacity of the MoL to facilitate the implementation of employment intensive programs and issuance of work permits	
Output 3.1:	Output 3.2:

Improved regulatory framework and operational guidelines for the issuance of work permits	Staffing and system at MoL are improved to conduct national labour inspection
Module Objective 4: Ministry of Social Affairs (MoSA) capacity strengthened as the lead Ministry of the Crisis Response and labour-intensive approaches institutionalised	
Output 4.1:	
Staffing and systems at MoSA are improved to promote labour intensive practices	

3. Evaluation Purpose

The primary purpose of the MTR was to examine the relevance, design validity, effectiveness, efficiency potential impact and sustainability of the programme. The MTR reflects findings on how the programme is progressing towards its stated objectives, production of desired outputs, and the extent to which outcomes have been realised. An important component of this aspect of the MTR was to identify strengths and weaknesses in the project design, implementation strategy, and key lessons learned to date.

The second stream of the MTR centred on providing practical guidance based on the evidence above to support enhancements and improvements (where appropriate) that could be considered as the programme enters a possible third phase. This component of the MTR includes specific recommendations on how to structure and design the next phase of EIIP.

3.1 Evaluation Questions

To address the MTR purpose statements above, the review team noted a significant number of questions outlined under different headings in the ToR. To remove repetition and to ensure a focused and concise report, questions were divided into primary and secondary questions so that information can be collected under broad headings rather than answers to specific questions. In order to address the standard ILO framework, the MTR addressed the following primary questions:

- How well does the project’s approach fit context of the on-going crisis in Lebanon Were the problems and needs adequately analysed?
- Is the project strategy and structure coherent and logical (what are logical correlations between the development objective, module outcomes, and outputs)? Do any changes need to be made to the design of the project?
- What progress has the project made so far towards achieving the development objective and module outcomes?
- How have stakeholders been involved in project implementation? To what extent are women involved in project implementation?
- How effective were synergies and operation through government entities and local organisations? Did the program help to build capacity of and ownership by these entities? Were synergies built with other development partners? Towards what end?
- Are the results achieved by the project so far likely to be sustainable?
- To what extent have project activities been cost-effective? Have resources (funds, human resources, time, expertise, etc.) been allocated strategically to achieve outcomes?
- How effective have the management arrangements on the project been to date? How effective was the UNDP/ILO cooperation? What were the strengths and weaknesses of the cooperation? What are the opportunities and challenges? What are the lessons learned on what cooperation should ideally look like?

The full list of questions can be found in Annex 2.

4. Evaluation Approach and Methodology

The approach to the evaluation was to combine a range of methods in order to answer the overarching evaluation questions and associated primary and secondary questions. The MTR incorporated a document review, key informant interviews, focus group discussions and data analysis. The following table presents a summary of the data methods and approach.

Method	Comments/Issues
Desk Review Review of Relevant project documents.	The evaluation identified initial issues and provided guidance to the type, nature and focus of key evaluation questions and highlight pertinent issues raised in earlier

	reports that needed to be verified. This provided a basis for assessment of key achievements with regards to targets and outputs.
Briefing	The evaluation team held initial consultation with the REO, relevant ILO specialists and support staff in ROAS. The objective of the consultation was to reach common understanding regarding the status of the project, the priority assessment questions, available data sources and data collection instruments
Key informants' interviews (face-to-face and remote) and Focus Group Discussions	<p>Key stakeholders engaged and interviewed included: (i) project staff/consultants that have been active in ILO and UNDP (including Chief Technical Advisor, technical administrative and finance staff; (ii) ILO ROAS DWT Director and DWT Specialists, RPU, Employers' and Workers' Organisations; (iii) ILO Headquarters technical departments (where appropriate); (iv) UNDP representatives; (v) KfW representatives; (vi) national counterparts (government ministries such as MoL and MoSA, municipalities, public institutions, social partners, IPs etc.; and (vii) beneficiaries.</p> <p>A focus group discussion was held specifically for female participants and beneficiaries. This approach was proposed in light of the challenges women have had to date to fully engage with the programmes and to seek suitable employment.</p> <p>The evaluation utilized a qualitative approach to data collection. Key Informant Interviews (KIIs) were held with project staff, ROAS staff, headquarters staff, UNDP representatives, KfW representatives, national counterparts and beneficiaries. A total of 33 men and 12 women were interviewed including 24 ILO staff, 3 UNDP staff, 5 Government representatives, 1 World Bank staff, 1 KfW staff, 2 contractor representatives, 1 representative of the Tripoli Chamber of Commerce and 7 beneficiaries. The KII applied a semi structured approach to questioning and include a mix of individual and group interviews. Sampling will be purposive based selecting informants identified as able to provide useful implementation about program progress. A list of stakeholders interviewed is attached at Annex 3.</p>
Direct Observation (site visits)	Field trips were scheduled during the in-country mission to validate key findings and results. Site visits were selected based on a purposive sample to verify information from reports.
Data Analysis and Verification	Based on secondary data sources gained through review of existing documents, consultations and interviews with key stakeholders, the evaluation team completed data analysis. The review focused its efforts on key deliverables, working relationships and management arrangements in supporting program implementation. The evaluation team conducted content analysis, coding and tallying of qualitative and quantitative data to provide evidence based responses to the evaluation questions.
Utilisation of key findings and results	The entire review is grounded in a utilization focused evaluation in that results and findings are presented in a way to maximize the ability of stakeholders to process, apply and learn from key findings and results. A final debrief workshop is proposed for EIIP staff and key stakeholders. This workshop will present an opportunity to test the findings and assumptions derived and outline some initial conclusions and recommendations.

4.1 Evaluation Limitations and Constraints

All evaluations and reviews have limitations in terms of time and resources. Some limitations pertaining to this MTR are outlined below:

Time and Resources: the rigour of the data gathering analysis was constrained to some degree by the time available. The evaluation team was not in a position to meet with all key stakeholders, particularly for follow-up meetings and discussions. However, the evaluation team worked closely with the ILO to identify and select key stakeholders to meet with during the in-country mission.

Evaluation questions: No overarching evaluation questions were included as part of the ToR and the current questions against the ILO framework are numerous and broad, responding to the DAC criteria. Therefore, as

part of this inception report, the evaluation team has prepared EQs that are prioritised and aligned to specific stakeholders.

Access to work sites: Travel to the field may also be impeded by weather, availability of stakeholders and time constraints.

Judgements: the time limitations mean that professional judgements will need to be employed to interpret stakeholder perspectives.

Attribution: EIIIP works in a fluid and dynamic environment (particularly for skills development and institutional strengthening) and many factors influence performance and operational efficiency. Defining and identifying specific areas of attribution remain challenging at best.

5. Key Findings and Analysis

This section considers to what extent objectives aligned with sub-regional, national and local priorities and needs; the priorities of the donor in Lebanon; national development and humanitarian response plans; tripartite constituents' objectives; and needs and ILO's global commitments. The EIIIP focuses on applying LBRT to build municipal level infrastructure is highly relevant to the current needs in Lebanon in the following ways:

Syrian refugees suffer from poverty and need work opportunities: As of September 2016, a total of 1,017,433 registered Syrian refugees were reported to live in Lebanon, which is about a quarter of Lebanon's estimated 4.3 million population. Over 70% of displaced Syrians were living below the poverty line in 2016 which was increase of 20% in one year. 50% of Syrians do not have the income to afford the "Survival Minimum Expenditure Basket".⁶

The localities where Syrian refugees reside are particularly in need of assistance. Syrians are concentrated in municipalities that were already marginalized before the crisis. The poverty rate among Syrian refugees in Bekaa, Akkad and Tripoli is 70-80%.⁷

There are vulnerable Lebanese who are also in need of employment opportunities: Even before the Syrian civil war, there were already structural problems in the Lebanese labour market including low labour force participation rate with less than half of the working age population participating in the labour market⁸ and slow growth in good quality jobs leading to high levels of immigration and high youth unemployment. The influx of Syrian refugees has stopped progress in reducing poverty among Lebanese (in 2004-5 the percentage of the population living under the upper poverty line was about 28.5%, in 2015 this was about 30%). Since 2011, the number of Syrians working in construction, low value add services and agriculture has put downwards pressure on wages and adverse effects on the labour market for unskilled/semi-skilled Lebanese workers.⁹ Setting the wage rate for the EIIIP at the minimum wage rate will facilitate self-selection of Lebanese who are experiencing poverty.

The GoL continues to require assistance in rebuilding Infrastructure which is of a poor standard in urban and rural municipalities in Lebanon. Following the civil war, Lebanon suffered from a lack of adequate infrastructure, resulting in limited access to basic services, such as water, sewerage, road networks and electricity due to prolonged lack of expenditure on maintenance. Although the Government of Lebanon (GoL) prioritised rebuilding the country's economy, transfers to municipalities remained weak and there continues to be shortfalls in infrastructure.¹⁰ The influx of Syrian refugees and their concentration in already marginalized areas puts further pressure on infrastructure.

There is a need for increased access to work opportunities for women. The difficulties in obtaining decent work are particularly marked for women. Lebanon's poor progress in gender inequality belies its status as a middle-income country. In terms of the Gender Gap Index (GGI), in 2015 Lebanon ranked 131 out of 144 countries.¹¹ In

⁶ VaSyr 2015. Preliminary results.

⁷ VaSyr 2015. Preliminary results.

⁸ Viayda, K. et.al. (2017) Wage Rate and Labour Supply Study for the EIIIP, ILO, Beirut

⁹ Viayda, K. et.al. (2017) Wage Rate and Labour Supply Study for the EIIIP, ILO, Beirut

¹⁰ "Supporting Lebanon's efforts to rebuild infrastructure and alleviate the impacts of conflict on municipalities" (2013, June 3) retrieved from <http://www.worldbank.org/en/results/2013/06/03/supporting-lebanon-efforts-to-rebuild-infrastructure-and-alleviate-the-impacts-of-conflict-on-municipalities>

¹¹ World Bank (2015). Lebanon: Promoting Poverty Reduction and Shared Prosperity – a Systematic Country Diagnostic. World Bank. <http://documents.worldbank.org/curated/en/698161468179049613/pdf/97498-CAS-P151430-SecM2015-0202-IFC-SecM2015-0073-MIGA-SecM2015-0047-Box391476B-OUO-9.pdf>

2016 Lebanon ranked 136 for women's labour force participation (the female to male ratio is 0.36) and 135 for estimated earned income (the female to male ratio is 0.25%).¹² There is also a need to increase access to work opportunities for disabled people. The setting of a percentage target for women workers (10%) is relevant although the target is quite low and the work sectors (construction) are not popular sectors for women. It is also important to provide job opportunities for disabled people so it is relevant to set a target of 3% of jobs for disabled people

There is a need to support Syrians to participate in the formal as well as informal workforce. In the current situation, it is very challenging for Syrians to work legally in Lebanon. Until recently, Syrians registered with UNHCR could obtain a residency permit with attribution as a "displaced person" but this entails a USD200 annual fee which is unaffordable to many refugees. The fee was officially removed in February 2017, however this policy is applied in a very ad hoc manner by the General Security Offices throughout the country and still many refugees struggle to obtain the residency papers which in theory at least they should receive without any payment. In 2017 only one in five households (19%) reported that all members had been granted legal residency by the Director General of Security.¹³ Obtaining a residency permit with displaced status required a notarized "pledge not to work" but in 2016 this was changed to "pledge to abide by Lebanese laws" however this change was not widely publicized. Another option for Syrian refugees is to have a Lebanese sponsor but this does not require the sponsor to provide any standards or conditions and leaves the Syrians open to exploitation. The objective of the program to support the improvement of the process for issuing work permits is thus relevant.

Syrians need access to decent working conditions as currently they are subject to high levels of exploitation. Currently in Lebanon many employers are engaged in employing Syrians on an informal basis who have poor bargaining power due to their illegal status as workers and exploiting them through low pay, poor Occupational Health and Safety (OH&S) and long hours. It's important to counteract these practices by setting an example of just and fair workplace practices including the right to redress. The ILO wage study (2017) identified a suitable minimum wage of \$20 a day for Syrians and low skilled and semi-skilled Lebanese which is the rate that will be provided to workers on the EIIP.¹⁴

Syrians will need skills to rebuild their country when the civil war is over. There will be a great deal of rebuilding required when the war in Syria ends. Syrians with construction skills will be well placed to contribute to this effort. However, there is one characteristic of the Lebanese context to which the program is less relevant:

Many Lebanese aspire to skilled positions and the opportunities on offer through the EIIP may not appeal to them. Qualified and skilled young people are over represented among the unemployed. The unemployment rate stands at 25% but among under 25s it's 37%. Young graduates used to find work in Gulf countries but these opportunities have dropped off in recent years.¹⁵ The EIIP does not provide much support to this important section of the labour market. However, there are other ILO programs which are supporting more skilled workers: the vocational training program and also a Labour Force Study is currently being led by the Senior Employment Specialist which should provide analysis to underpin appropriately targeted employment strengthening programs.

5.1 Relevance and strategic fit

Priorities of the donor (KfW) in Lebanon

There is a clear linkage between the objectives of the programme and the priorities of the donor KfW. The Partnerships for Prospects job creation initiative, announced at the international conference: *Supporting Syria and the Region*, held in London on 4 February 2016, aimed at providing as many people as possible job opportunities through BMZ financing. The resulting number plays an important role in BMZ communications and has been widely taken up in German media reports debated in parliament.¹⁶ The German Government's commitment and desire to engage and promote an environment for the improvement of income and living

¹² WEF (2016). The Global Gender Gap Report. World Economic Forum.

http://www3.weforum.org/docs/GGGR16/WEF_Global_Gender_Gap_Report_2016.pdf

¹³ VaSyR 2017 retrieved at <https://reliefweb.int/sites/reliefweb.int/files/resources/VASyR%202017.compressed.pdf>

¹⁴ Vaida et al (2017) *Wage Rate and Labour Supply Study for the EIIP*, ILO Beirut

¹⁵ "Lebanon's youth bearing the brunt of unemployment, regional instability" (6/8/17) retrieved from <https://theArabweekly.com/lebanons-youth-bearing-brunt-unemployment-regional-instability>

¹⁶ GoG Federal Ministry for Economic Cooperation and Development, "German Employment Initiative Partnership for Prospects P4P – Methodology note on job definition and monitoring" (12/7/2017)

conditions. The programme links to KfW's regional response plan and is aligned with the systems and process that KfW employ for similar programs through the region.

The working relationship between the ILO and KfW is strong. KfW noted that they approached the ILO because of their expertise, reputation and ability to mobilise resources. In the words of KfW, the ILO is a *very valid partner*. In the designing of the program, KfW noted that the ILO engaged a cooperative and participatory approach. KfW could have applied their own expertise and consultants but they decided to work through the ILO.

Strategic fit with humanitarian response and national development and plans

The EIIP Lebanon fits well into the strategic objectives and planned approaches of all relevant humanitarian framework in operation in Lebanon. In terms of humanitarian response plans, at the regional level there is the Regional Refugee and Resilience Plan (3RP). In regard to 3RP, the EIIP supports both the Refugee Protection and Humanitarian Component and the Resilience/Stabilization-based Development Component. By providing employment to Syrian refugees and Lebanese citizens, the EIIP is *“responding to immediate support needs of communal services in affected (refugee) communities”* at the same time as addressing *“the resilience and stabilization needs of impacted and vulnerable communities and building the capacities of national and sub-national service delivery systems”*. The EIIP fits with the fourth of the seven strategic directions of the 3RP: *“Enhancing Economic Opportunities”* and is relevant to pillars 1,2,3 and 6.¹⁷

The project is aligned with the United Nations Strategic Framework (UNSF) for Lebanon 2017-2020 that was developed by the UN Country Team with a focus on supporting the country to preserve peace and consolidate stability. Under the UNSF, EIIP falls under Pillar 3.1: Productive sectors strengthened to promote inclusive growth and local development especially in the most disadvantaged areas.¹⁸

Within Lebanon, the main humanitarian crisis response framework is the LCRP which is endorsed by the GoL and humanitarian and development partner agencies). The LCRP is a joint multi-year plan between the GoL and international and national partners. It aims to respond to challenges in a holistic manner through the delivery of integrated and mutually reinforcing humanitarian and stabilization interventions.¹⁹ Within the strategy, the EIIP fits within Pillar 4 which aims to *“reinforce Lebanon’s economic, social and environmental stability”* with a focus on *“promoting job creation and supporting businesses to generate income for local economies in poor areas benefiting all vulnerable communities in accordance with Lebanese laws and regulations.”*²⁰

The GoL faces constraints in terms of national development plans including an employment strategy. The fragmentation of the Lebanese political architecture is seen to be associated with a lack of development planning. For example, while Jordan has a national employment strategy Lebanon does not. However, the GoL established an inter-ministerial committee on displaced persons with the MoSA mandated to oversee the Government’s response to the crisis through the LCRP. In line with the requirements of multi-year planning, the LCRP has now evolved into a four-year strategic framework (2017-2020).²¹

The GoL has also developed capital investment plans with a focus on infrastructure and jobs. The Capital Investment Plan (CIP) is based on loans at concessional rates that likely will flow into the country approx. valuing USD 11 billion following the CEDRE conference in April 2018 in Paris. The CIP includes over 280 infrastructural projects, divided between energy, transport, water, wastewater, solid waste treatment, telecommunications, special economic zones and culture and tourism.²²

The ILO is not always seen as a key player in crisis response despite the fact that traditional short-term emergency humanitarian assistance alone cannot address the needs of millions of vulnerable groups affected by crisis. The EIIP positions the Decent Work agenda among the national and international community in Jordan and Lebanon and, by providing jobs, promotes a long-term strategy to the response to the Syrian refugee crisis

¹⁷ 3RP, Regional Refugee Resilience Plan Regional Strategy Overview, 2018-19 <http://www.3rpsyriacrisis.org>

¹⁸ United National Strategic Framework in Lebanon (2017-2020) retrieved at <https://reliefweb.int/sites/reliefweb.int/files/resources/UNSF%20Lebanon%202017-2020-034537.pdf>

¹⁹ GoL&UN (2017) Lebanon Crisis Response Plan (2017-2020) retrieved from <http://www.un.org.lb/library/assets/LCRP%20Short%20version-015625.pdf>

²⁰ Lebanon Crisis Response Plan 2017-2020 retrieved at https://reliefweb.int/sites/reliefweb.int/files/resources/2017_2020_LCRP_ENG-1.pdf

²¹ ILO (2017) Emerging good practices and lessons learned on supporting the access of refugees to labour markets, training and livelihood opportunities in Jordan and Lebanon (Draft)

²² World Bank (2018) Strategic Assessment: A Capital Investment Plan for Lebanon retrieved at <http://documents.worldbank.org/curated/en/935141522688031167/pdf/124819-WP-PUBLIC-APR-6-1030-AM-DC-Full-Version.pdf>

in order to move quickly as possible away from emergency relief work and to provide what people most need: dignity and security as well as self-reliance²³

Alignment with tripartite constituent objectives and needs

The ILO seeks to meet the objectives and needs of the tripartite constituents through the Decent Work Country Program (DWCP) consultations with ILO constituents including Government, employers and workers which leads to the DWCP road map. Since 2007, Lebanon has been at a relative political standstill which has contributed to the lack of labour governance reform. The lack of institutions in Lebanon has made it difficult for the ILO to engage in its core mandate. Due to years of conflict and subsequent political stalemate, the DWCP has only just been signed.

In 2012 ILO began discussions in Lebanon on the establishment of a DWCP. Currently the ILO is in the process of developing a DWCP with tripartite constituents. In regard to the draft DWCP, the EIIP fits within pillars (i) establishing a sound legislative environment (ii) improving governance and social dialogue and (iii) enhancing productive employment opportunities.²⁴ The program has not yet had the opportunity to link with worker associations. Ideally, to ensure that it actively promotes the ILO mandate, the EIIP could engage with unions assist them to promote legislation that is consistent with UN standards. One challenge is that worker associations do not allow foreigners (Syrians) In regard to employer associations the EIIP team have engaged with the Chamber of Commerce through tender distribution and training.

Linkages to global commitments

As discussed throughout this review, the Decent Work agenda is central to the EIIP and what differentiates the program from other cash for work programs. The vision of decent work for all runs across the *Transforming our World: The 2030 Agenda for Sustainable Development* agenda. In addition, Goal 8 of the 2030 Agenda calls for the promotion of sustained, inclusive and sustainable economic growth, full and productive employment and decent work, and will be a key area of engagement for the ILO and its constituents. Furthermore, key aspects of decent work are widely embedded in the targets of many of the other 16 goals of the UN's new development vision. DWCPs are the distinct ILO contribution to UN country programmes and constitute one main instrument to better integrate regular budget and extra-budgetary technical cooperation.

5.2 Design Validity

This section covers the validity of the design. It looks at the structure of the design and whether its coherent and logical, the practicality of the embedded assumptions in the design and the sustainability of the design. The section also examines whether the results framework is useful including how appropriate and useful are the indicators in assessing the project's progress including gender disaggregation and verification.

Overall structure of the design

The overall structure of the project is Figure 1 shows the logic of 4 EIIP components. **The strategic intent and linkage between module is logical and practical** in terms of the provision of short term work opportunities to Syrians and Lebanese communities and provisional of physical infrastructure and assets for Lebanon.

Sustainability pathways involving longer term adoption of LRBT by contractors, maintenance of infrastructure built through the EIIP by municipalities using LRTB and adoption of LRBT by development partners involved in the LCRP are valid. However, **there are assumptions that need to be tested over the course of implementation.** Some of the assumptions have been proven to be reasonable, some have already proven to be miscalculations and some are currently being tested through implementation. Findings regarding the suitability of these assumptions is discussed in more detail under Section 5.4 on Effectiveness.

Assumptions in the design include those which have already been demonstrated to be reasonable, those which already been demonstrated to be miscalculations and those which are currently being tested. Design assumptions which were well tested and shown to be reasonable include: Rate of pay for beneficiaries at \$20 a day – the daily rate was the subject of a wage rate study which put extensive research into identifying a suitable rate.²⁵

Design assumptions which have highlighted some short comings in implementation include:

²³ ibid

²⁴ "The ILO in Lebanon" retrieved at http://www.ilo.org/beirut/countries/lebanon/WCMS_526989/lang--en/index.htm

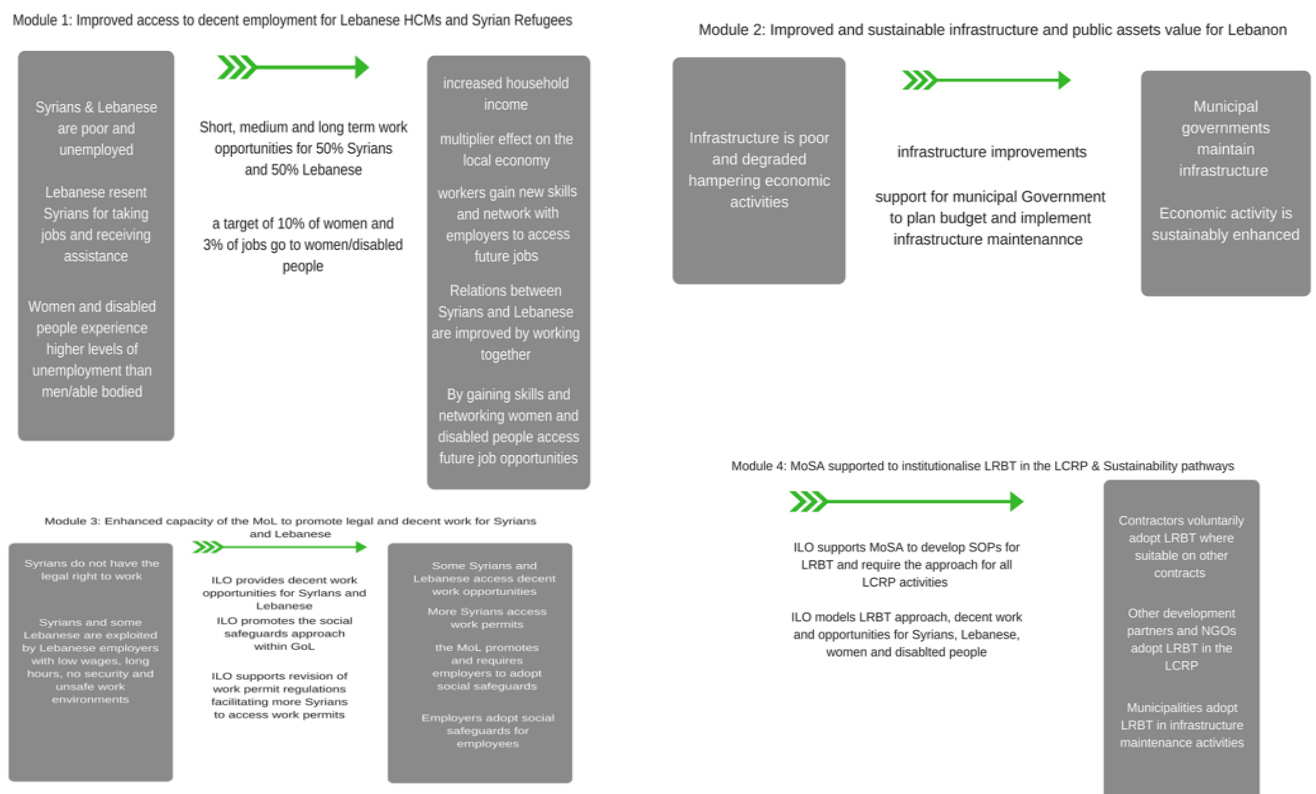
²⁵ Vaida et al (2017) *Wage Rate and Labour Supply Study for the EIIP*, ILO Beirut

- The selection of projects through the LHSP MRR meant that Government ministries including MoSA, MoL and line ministries such as MoEW accepted the projects.
- The GoL would accept some environmental works activities such as forestry, terracing and road maintenance to the extent that these activities are necessary to include in order to reach LI targets.
- The GoL would move quickly to adjust systems for the provision of work permits for Syrians in accordance with their commitments thus allowing large numbers of permits to be issued within a short timeframe.
- Collaboration between two UN agencies and reporting relationships between staff in two different UN organisations could work seamlessly

Design assumptions which are currently being tested, some preliminary findings are available and findings will be available in the workers and perception studies and other monitoring tools include assumptions pertaining to implementation include (i) Lebanese will be willing to work alongside Syrians; (ii) Lebanese will be willing to take on manual labour positions, (iii) Women will be willing, able and accepted working alongside males in traditionally male occupations; and (iv) The cost effectiveness calculations of the project team of labour vs machine based approaches to various activities are realistic.

Also being tested are assumptions pertaining to sustainability include (i) municipal Governments are willing and able to maintain infrastructure built through the EIIP; (ii) through EIIP workers can gain new skills and network with employers to access future job opportunities; (iii) GoL and other development partners will be willing and able to adopt the LRBT for infrastructure development; and (iv) MoL are willing and able to adopt and apply social safeguards and decent work approaches.

Figure 1: EIIP Components Project logic



Results Management Framework

The report now assesses the result management framework including: (i) the utility of the indicators in assessing project progress; (ii) the utility of the indicators in assessing self-reliance and social cohesion among beneficiaries (relates to indicators for the Overall objective); and (iii) the utility of the indicators in measuring improved capacity of institutions involved (relates to indicators for Modules 3 & 4). Overall the results framework is strong It facilitates the collection of a range of data in line with the project’s need for reporting and analysis.

Overall objective

The overall objective “Stabilize livelihoods, reduce tensions and enhance perspectives of Lebanese host community members and Syrian refugees” and the indicators “Mean household monthly income of direct beneficiaries have increased” and “Proportion of residents in the target areas who perceive tensions between the refugees and the host communities have reduced (with women representing at least one third of respondents)” are appropriate and suitable.

Regarding Indicator 1, the workers’ survey instrument is adequate to collect information on beneficiaries’ households’ changes in income. Beneficiaries from early in the program should continue to be interviewed every six months through Phase III to see the medium-term effects of the program on household income as well as seasonal changes in income to help to identify: (i) what could be useful options for skills training; and (ii) whether there are seasonal work patterns with the EIIP could be timed to fit in with.

Information on indirect effects of beneficiary income is not collected which is understandable but since the ILO claims four aspects of income generation from EIIP projects it would be useful to measure all of them, particularly to support the calculation of the opportunity cost of EIIP programs vis-à-vis other types of livelihood development programs e.g. enterprise development in the private sector. It might be possible to collect some basic information on where beneficiaries spend their money as part of the workers’ survey.

Indicator 2 for this objective is also appropriate. The perception survey will be useful to collect information on Syrian and Lebanese attitudes towards each other thus providing information on social cohesion. On this topic, it would be useful to also collect some semi-structured qualitative data in addition to the survey data to get a sense of the reasons behind continuation and changes in attitudes.

Module 1

The objective level indicators for Module 1 1. Number of worker days created by the project, 1.2. Number of people employed in LRBT construction work and 1.3: % of workers (women and men), benefitting from a-OSH, b-contracts, c-social insurance are suitable and appropriate. It is notable that labour related indicators do not include “number of jobs defined as 40 days of labour completed by one individual (not necessarily consecutively)” although it is a high priority of the donor to report on this indicator.²⁶This is acceptable as it has been agreed on by ILO and KfW that the “job opportunity” indicator would be reported to the donor but not included in the RF.

The output level indicators for the module should be placed directly under the objective indicators to show how they contribute to the objective. This applies to all the modules. The output level indicators for Module 1 do not make sense. 1.1.1, the number of contracts and 1.1.2, the value of contracts would fit better under Module 2. It seems unnecessary to have two output indicators 1.3.1 “number of contracts” and 2.3.2 “number of contractors”. There are percentage targets for Syrians (50%, indicators 1.1 and 1.2) but there are not targets for Lebanese which should be rectified as it is Lebanese, not Syrians who are reluctant to work in the EIIP roles. It is noted however, that the donor wants to see a minimum of 50% Syrians so a footnote should be included to state this. There are targets for women (1.1, 10%) but not for disabled people. It is not clear whether involving disabled people in the program is a priority or not but it should be reflected as a priority and aligns to relevant ILO and donor policies. The RF should be reviewed during the design of Phase III.

Module 2

Objective level indicators for 2.1 on “the total project capital investment that is maintained after completion” is a good indicator. As mentioned above, sequencing implementation and sustainability indicators should be considered. Objective level indicator 2.2 on the “number of men and women in target communities who benefit from improved access to infrastructure” which is “the number of people who live within 2 km of the infrastructure projects” is a standard across EIIP and infrastructure projects globally. Whilst it is a standardised measure, it will not necessarily capture the people who will benefit from the improvements. For example, in relation to the Haman water catchment facility the people who benefit will be the people who access the water in Hamana town, not the people who live within 2 km of the facility. It is recommended that the EIIP look at

²⁶ BMZ requirements: minimum job duration: this is in order to ensure that each job opportunity makes a significant contribution to a household’s income. Therefore should be minimum job duration: employment opportunities should therefore be either uninterrupted 2-3 month employment (minimum of 20 days per month) or a total amount of at least 40 labour days per person consisting of several shorter placements Each opportunity for a single person is counted equally whether it’s one year long or 2 months long. This is in line with most environmental works policy frameworks, national legal frameworks. Payment should respect and not be below local minimum wage if existing or national cash for work guidelines. ILO core labour standards should be met. Projects should target balance of benefits for host communities and Syrian refugees/IDPs to avoid discrimination (

other EIP projects and see if there are any methodologies that can be adopted. This type of data should weigh in on investment choices but it must be reliable.

Output 2.3 “Capacity of private sector contractors receiving formal training on employment intensive approaches” does not fit under Module 2. It would be better included under a separate module on capacity building for the private sector which may also be useful from a perspective of tripartite engagement.

Module 3

Objective 3.1 for “process for issuing work permits is improved and implemented in a coherent manner” with the indicator being “the number of MoL directorates that adopt the work permits that will be developed by the program” and Output indicator 3.1.1 “processes, systems and equipment in place to issue work permits” it appears is not actually being measured on the program.

In relation to Objective 3.2, improved national inspection system in place with the indicator being “the adoption of the social safeguards framework by MoL” and the output 3.2.1 the number of labour inspectors trained according to national standards” these are adequate. However, in general Module 3 lends itself to a qualitative assessment of progress in addition to numeric indicators as the latter are unlikely to give the full picture. For example, the indicators do not give information about whether the MoL is likely to actively enforce social safeguards among Lebanese enterprises.

Module 4

The objectives and outputs and their indicators for this module are adequate. However, as with Module 3 it will be important that qualitative assessments of progress in this institutional strengthening aspect of the program is included to give a complete picture of progress.

5.3 Effectiveness

This section outlines progress that has been made according to the results framework. The section also presents a narrative report, highlighting successes and challenges that have arisen over the course of implementation. The implications of the developments during implementation for Phase III and other future phases are covered under Section 6 on Lessons Learned and Section 7 on Guidance Moving Forward

5.3.1 Project progress against the results framework

This section presents the achievements on the project according to the indicators in the results framework

Objective/Output & Indicator	Result/Issues
Overall objective – Stabilize livelihoods, reduce tensions and enhance perspectives of Lebanese host community members and Syrian refugees	
Indicators 1: Changes in mean household monthly income of direct beneficiaries	Not yet available but will be collected in the coming months in the workers’ survey and perception survey.
Indicator 2: Proportion of residents in the target areas who perceive tensions between the refugees and the host communities have reduced (with women representing at least one third of respondents)	Not yet available but will be collected in the coming months in the workers’ survey and perception survey.
Module 1: Improved access to decent employment for Lebanese Host Community Members and Syrian Refugees	
Objective indicators 1.1 Number of worker days created by the project and 1.2 Number of people employed in LRBT construction work.	A total of 8,546 worker days has been created out of an EOP target for Phases I and II of 95,800 representing 8% of the target. A total of 448 people have been employed on the EIP out of an EOP target for Phases I and II of 2395 representing 18.7% of the target. These worker days have been created on ILO projects, no UNDP projects have commenced. This is 8% of the target worker days. 2770 (32%) were Lebanese and 5776 (68%) were Syrian 931 (11%) were female and 7615 (89%) were male 771 (9%) of the worker days occurred in Tal Abbas (community contract), 2594 were in Tripoli (30%), 2291 (27%) were in Hamana, 2891 (34%) were in Tal Abbas (al Ghabi).

	<p>Of the workers 120 (27%) are Lebanese and 328 (73%) are Syrian, 48 (11%) are female and 400 (89%) are male. See Table 1 below on the breakdown of the workers by location, by gender and nationality.</p> <p>A total of 71 “jobs” have been created (i.e. positions that comply with BMZ’s definition of a job.²⁷</p> <p>The jobs include 5 in Tal Abbas (community contract), 37 in Tripoli, 9 in Hamana and 20 in Tal Abbas (Al Ghabi).</p> <p>The is no indicator in the results framework on the BMZ definition of “job opportunities” which includes 40 days of work or more for one individual. This is due to the fact that the request for this data was made after the RF had been designed. This information is reported separately to the donor which is fine.</p>
Objective indicator 1.3: % of workers (women and men), benefitting from a-OSH, b-contracts, c- social insurance	<p>The EIIP has developed a Social Safeguards Framework and use contracts that include clauses related to Occupational Safety and Health. This indicator is monitored by a team of 9 Social Safeguards Officers employed by ILO.</p> <p>It is intended that the SSOs will also work on UNDP projects but this has not yet been seen since UNDP has not commenced works.</p> <p>The target for compliance was 80% of workers covered by OHS and contracts and to date 100% compliance has been achieved.</p> <p>The results framework also included targets for social insurance but social insurance is not being made available through the program.</p>
Module 2: Improved and sustainable infrastructure and public assets value for Lebanon	
Objective Indicator 2.1: % of the total project capital investment in infrastructure that is maintained after completion	The first measurement of 2.1 will take place after the end of phases 1&2.
Output 2.2: Capacity of municipalities is built to contract and manage labour-intensive approaches in rehabilitation and maintenance of infrastructure	
Output indicator 2.2.1 Number of municipalities that issue contracts using employment intensive approaches	<p>The target for this indicator is 0 for the end of Phases I & II and 3 for the end of Phase III. To date, one municipality is successfully implementing a community contract.</p> <p>The EIIP has, in advance of construction, obtained written commitment from the respective municipalities for the continued maintenance and will hand over formally once the work has been completed.</p> <p>After completion of each construction activity, the EIIP M&E officer will follow up with municipal governments to verify their maintenance budgets.</p> <p>The Hamana municipality have signed an agreement with ILO that they will maintain the water supply facility and the mayor for Tal Abbas has a small budget to maintain the road that has been built.</p>
Output 2.1 Improved and sustainable infrastructure and public assets value for Lebanon	
Output indicators 2.1.1 – 2.1.6 on completion of public infrastructure targets relating to roads, public markets, sidewalks, parks, irrigation canals and potable water schemes.	<p>USD5,048,708 of the budget for capital works has been allocated.</p> <p>ILO has seven (7) projects. As of April 2018, four (4) of these are ongoing, 1 of these will begin works in April and two are in the process of being tendered. UNDP has three (3) projects. All three projects are in the stage of contract finalization as of April 2018.</p> <p>See Table 2 for an update on progress on the completion of infrastructure works under the EIIP (April 2018).</p>
Objective indicator 2.2. Number of men and women in target communities, both Lebanese and Syrian, who benefit from improved access to infrastructure and services as a result of the project	<p>This indicator is calculated as the number of people within a 2km radius of the infrastructure. The target for the end of Phase I & II is 300,000 people. The calculated number of people who will fall into a 2km radius of the 10 infrastructure projects planned for Phase I & 2 is 311,692 demonstrating that the project will meet the requirements of this indicator as long as all the projects are completed.</p>
Output 2.3: Capacity of Private sector at national and local level is built to implement employment intensive approaches in rehabilitation and maintenance	
Indicator 2.3.1. refers to the number of private sector contractors and their staff having received formal and on-the-job training on employment	<p>Training was provided to 63 companies, exceeding the RF target of 20 companies. Table 3 shows the different training provided to contractors and the number of participants, gender disaggregated.</p>

²⁷ GoG Federal Ministry for Economic Cooperation and Development, “German Employment Initiative Partnership for Prospects P4P – Methodology note on job definition and monitoring” (12/7/2017)

intensive approaches (April 2018).	
Module 3: Work Permits and Institutional Strengthening at the MoL	
Module Objective: Enhanced capacity of the MoL to facilitate the implementation of employment intensive programs and issuance of work permits	
Objective indicator 3.1: Number of MoL Directorates that adopt the improved work permits process that will be developed by the program using a unified process document to improve implementation of the regulations in a coherent manner"	Not reported on
Objective indicator 3.2. Improved national inspection system in place	LO organised a training workshop for Social Safeguard Officers and MoL Inspectors on 2-3 November 2017. The training covered International Labour Standards, Decent Work, Occupational Safety and Health and implementation of the Social Safeguards Framework (SSF). The SSF was finalized and Training Curricula and User Guide for SSO's and MoL Inspectors were developed based on the SSF. The Social Safeguards Framework in use. Informative material on labour rights will be disseminated to the public by the inspection unit.
Output Indicator 3.2.1. number of labour inspectors trained according to national standards including formal and on-the-job training	Exceeding the 3.2.1 Phases I & II Target of 10 staff, 20 government staff including Labour Inspectors and Municipality Officials have been trained on LRBT and the social safeguard framework adopted by the EIIP including 14 males and 6 females. I
Module 4: Institutional Strengthening at the MoSA	
Module objective 4: MoSA capacity strengthened as the lead Ministry of the Crisis Response and to institutionalize labour- intensive approaches	
Objective Indicator 4.1. SOP for LRBT formulated by MoSA.	Supported by the EIIP Lebanon, MoSA is develop a Standard Operating Procedure (SOP) for the utilization of LRBT in livelihood interventions.
Objective Indicator 4.2. SOP and methodology for LRBT formally adopted by the Livelihood Sector Steering Committee Supported by the EIIP Lebanon	MoSA will present the LRBT methodology for adoption by the Livelihood Sector Steering Committee. The Steering Committee will then promote the LRBT among livelihood interventions implemented by UN agencies, NGOs and other donors involved in the LCRP.

Table 1: Workers on the EIIP

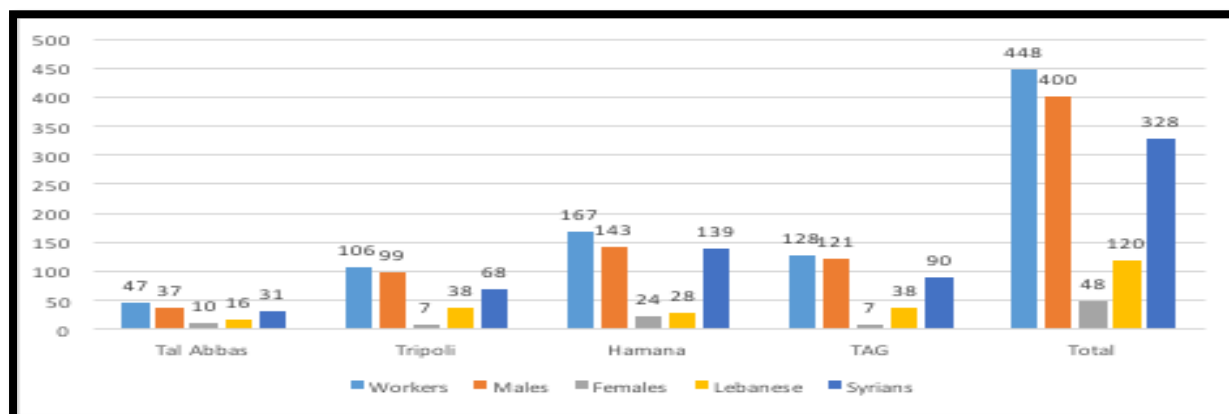


Table 2: Progress on the completion of infrastructure works under the EIIP (April 2018).

No	Governorate/ Municipality	Value (USD)	Type of work	Progress April 2018	2km radius	Agency Procuring
1	Akkar Tal Abbas	551,153	Agricultural Roads 4.5km	<ul style="list-style-type: none"> <input type="checkbox"/> Contract awarded in January to IEC <input type="checkbox"/> Progress around 0%, on track to complete in June. <input type="checkbox"/> Work is progressing well with many labourers on site. <input type="checkbox"/> Community Contract completed in early December. 	6,475	ILO
2	North Lebanon Zgharta	642,388	Vegetable Market	<ul style="list-style-type: none"> <input type="checkbox"/> Initial kick off meeting held with the contractor Saba Makhlof Est. to finalise the contract. <input type="checkbox"/> Implementation planned for April to September. 	45,000	UNDP
3	North Lebanon Tripoli/El Mina	1,570,870	Waterfront, 0.8km sidewalk & bicycle lane Tiling, lighting, landscaping and utilities under the sidewalk.	<ul style="list-style-type: none"> <input type="checkbox"/> Initial kick off meeting held with the contractor Saba Makhlof Est. to finalise the contract. <input type="checkbox"/> Implementation planned for April to October. 	22,289	UNDP
4	North Lebanon Tripoli	283,347	Rehabilitation of street median and public toilets	<ul style="list-style-type: none"> <input type="checkbox"/> Contract awarded in October to Mohamad Khaled Eid Est. <input type="checkbox"/> Progress around 50% but work has been pending new plant design. <ul style="list-style-type: none"> <input type="checkbox"/> New plant design was signed by the Mayor on 12 April. Variation agreed with the contractor 24 April. <input type="checkbox"/> Work expected to be completed in June. 	23,034	ILO
5	Bekaa, Baalbeck- Hermel Deir el Ahmar		Irrigation network appr. 19.2km	<ul style="list-style-type: none"> <input type="checkbox"/> Tender documents submitted to MoEW for final review. Tender to be launched in April. <input type="checkbox"/> Duration approx 5 months. 	23,000	ILO
6	Bekaa-Hermel	727,777	Public market and cold storage room in Nabi Chit	<ul style="list-style-type: none"> <input type="checkbox"/> Initial kick off meeting held with the contractor Sima for Construction S.A.R.L. to finalise the contract. <input type="checkbox"/> Implementation planned for April to September. 	68,000	UNDP
7	Mt Lebanon Mazboud		Storm water drains 3km	<ul style="list-style-type: none"> <input type="checkbox"/> Bid evaluation in progress. <input type="checkbox"/> Contract awarded April. <input type="checkbox"/> Duration approx 5 months. 	7,700	ILO
8	Mt Lebanon Jbeil	326,848	Sidewalk approx 1.1 km plus drains etc	<ul style="list-style-type: none"> <input type="checkbox"/> Contract awarded in April to NGM Blocks Group <input type="checkbox"/> Upstart and mobilisation in progress. <input type="checkbox"/> Implementation planned for April to August. 	28,000	ILO
9	Mt Lebanon Hammana	613,952	Water reservoir and water supply network	<ul style="list-style-type: none"> <input type="checkbox"/> Contract awarded in December to ARCC <input type="checkbox"/> Progress around 25%, on track to complete in July. steel work and concrete works about to start. <input type="checkbox"/> Work is progressing well, with many labourers on site. 	4,539	ILO
10	Mt Lebanon Ghobeiry	332,373	Channelizing islands for Circulation direction	<ul style="list-style-type: none"> <input type="checkbox"/> Contract awarded to Traffic Mall <input type="checkbox"/> Upstart and mobilisation in progress. <input type="checkbox"/> Implementation planned April to August. 	83,635	ILO

Table 3: LBRT training provided by ILO to contractors

Type of training	Number of Females	Number of Males	Total Number of attendees
Pre-Tender Training	29	95	124
Pre-Bid Meeting	13	76	89
Mobilization Training	0	8	8
SSF Training	9	12	21
			242

5.4 Narrative report on progress

Although the project is behind schedule, the progress report states that employment targets are achievable. Hopefully they can still be achieved by the end of the project.

Project selection

Project selection took a long time causing delays in implementation. **It was incorrectly assumed that the MRR process had achieved ownership by the ministries involved (MoSA and MoL).** Further, the project was designed and approved before the appointment of a President and subsequently new government early 2017. The assumption that the information and agreements made with the former minister would be automatically transferred caused misunderstandings as this did not happen, and the knowledge and participation at the technical level was not transferred sufficiently to the level of the minister through internal communication channels. This in turn has led to some delays through the inception phase. The employment intensive intervention projects were selected from the Municipal Action Plans (MAPs) which were developed with the support of the LHSP program which targeted assistance to 251 municipalities which had been identified as vulnerable through the MRR process. The idea of using the LHSP was so that the project team would not need to go back and negotiate with ministries and other institutions and should be able to start quickly.

UNDP facilitated the selection of projects to submit to the PMC. The project's Senior Engineer scrutinized the MAPs for employment-intensive possibilities to produce a long list of 16 projects. An important achievement of the EIIP is the application of a "selection criteria". The current selection criteria were discussed and agreed by the PMC. The selection criteria are robust and covers main priority areas aligned to the selection methodology.

However, **the ministerial representatives on the PMC (MoL and MoSA) rejected the initial proposals selected through the MRR**²⁸ Moreover some of the projects did not have sufficient labour intensity. After projects were rejected, the selection process had to start all over again and a considerable amount of negotiation occurred before projects were finally selected.

There were several overlapping issues which caused complications on the PMC. The views of the PMC members were not always aligned and it was difficult to achieve ownership of the project selection process and results. In MoSA, the project staff had been negotiating at DG level but it transpired that this was not consistent with ministerial level views. The Minister was not happy with the MRR process dealing directly with municipalities instead of going to ministries. The approach had been a stop gap measure of the humanitarian response community during a time when the GoL was not functional. However, it was the view of the Minister for Social Affairs that this approach had outstayed its welcome. During the MTR interview the Minister stated: *"Partners used to decide alone and now we decide"*.

For MoL, there were also challenges around ownership. The Minister for Labour informed the evaluation team the details of the EIIP program design were not shared with MoL before the agreement was signed.²⁹ MoL also had constituency interests, being particularly powerful in the north of the country. With an upcoming election, there was a tendency for Government representatives to push for projects in their own constituencies.

It was challenging to reconcile the Government and the donor's objectives for the projects (infrastructure vs labour intensity). Government representatives insisted that only infrastructure projects could be included and no environmental works could be included. They presented some complex infrastructure projects which were more suitable to be completed with machinery and skilled labour and therefore would not provide jobs for high numbers of workers. It was a challenge for the project team to meet the Government's request at the same time as meeting the donor's requirement for a minimum of 35% of the budget to go towards labour costs especially with the higher cost of labour in Lebanon vis-à-vis many other countries, particularly for skilled labour. The MoL, for example, argued for a smaller number of larger projects that were going to have a bigger economic impact (e.g. building a waterfront in Tripoli which would result in a number of stalls being set up) but complicated to build with LRBT. "It is likely that this pressure will continue over the remainder of the project which may become challenging in light of the project team's preference for community infrastructure and road maintenance projects due to the suitability for labour intensity".

There were also challenges obtaining approvals from line ministries (e.g. MoEW). This resulted in a much longer lead time than was anticipated in the project design from project commencement to the commencement of physical works.

Collaboration between ILO and UNDP

The program was designed as a collaboration between ILO and UNDP. The involvement of UNDP was intended to enable the program to take advantage of structures, mechanisms, staff and relationships already established through the \$150 million LHSP. UNDP had existing operational capacity, previous work, staff presence that would enable the project to get off the ground quickly. UNDP also had an existing close cooperation with MoSA. The ILO brought expertise in LRBT and decent work/social safeguards so in theory this was a good partnership. From the UNDPs side, the partnership fit with their policy of pursuing inter-agency collaboration.

However, there have been some disappointments in the partnership including the delays and unsuitability of some of the projects put forward through LSHP. Collaboration at implementation level has not yet occurred because UNDP projects are still in preparatory phase. Nevertheless, the two agencies have made efforts to coordinate and implementation and management systems are aligned. Procurement between the two agencies

²⁸ With a high level of fragmentation among the Government along confessional and political party lines and an upcoming election in May 2018, the Ministers proposed projects from their own electorates to the PMC.

²⁹ As the project selection process for the LHSP, the MRR commenced with the identification of 244 most vulnerable municipalities. Within these municipalities, a participatory approach for the identification of community priorities was developed aimed at developing the planning capacity of the local authority and bringing together civil society to identify their risks and problems as per their priority. The result of the MRR was a Municipal Action Plan that summarized the needs and priorities of each municipality. This plan was allegedly owned by the municipality and acted as a tool to organize all projects implemented in the village.

has been harmonized within UNDP moving to FIDIC contract format for EIIP. Although the official overhead was split between the two agencies, there may still be some inefficiencies with the modality with duplication. KfW has made it clear that it is committed to continuing the inter-agency collaboration on the EIIP Phase III.

Application of LRBT

Although it is early days, during the MTR it was possible to see some of the effects of the application of the LRBT approach at implementation level for workers and contractors.

Workers experience on the EIIP. Workers in Hamana stated that they are happy with the treatment from the contractor and the rate of pay. They also received payment for transportation, which they are happy about. They do not receive food at work. Beneficiaries stated that they appreciated the sense of security knowing that they would be paid regularly on-time as they did not always have this confidence in other positions they took up.

A couple of beneficiaries stated that they had turned down other higher paid work opportunities due to a sense of loyalty to the ILO because of the good relations that had been established. This could be seen as an unexpected negative outcome if the project is displacing activity in the labour market. Contractors noted that there is a high turnover of jobs as workers have many workers have other job opportunities. Labour market realities should be investigated further to ensure that the EIIP is targeting areas of need. More information on workers experience of working on the EIIP and the economic effects will be revealed through the workers and perceptions surveys to be conducted after the projects have finished.

Contractors experience of applying the LRBT. For the contractors, **the decent work approach is new and they appreciated many aspects of it.** One of the contractors stated the use of safety features such as vests, helmets, gloves and using a harness when working on sloped rocks had never been heard of even on Government projects. He felt that applying these safety features improved the image of the company. Another contractor stated that in his locality unemployment was very high community members often asked him for work and usually there was little that he could do but since adopting the LRBT he had positions to offer people. This was great for his social relations and community standing. This contractor had come to appreciate ways in which LRBT could be applied which he had never thought of before. He intended to continue with the approach on other contracts and retain about 20 of the workers with the best work ethic and social skills that he had employed for the EIIP.

However, the contractors also felt that the application of the decent work approach and LRBT was impractical in regard to some aspects and cost them money. This included the requirement that SSOs supervise the distribution of weekly pay and that workers sit on chairs during their rest break. One contractor felt that the ILO focused primarily on decent work aspects whereas the UNDP (through his experience on the LHSP) was more attentive to the technical engineering (e.g. angle and thickness of the concrete) and environmental aspects.



Photo 1 - EIIP Workers in Akkar, Tal Abbas



Photo 2 - EIIP Workers in Hamana

According to one of the contractors, the use of LRBT also has complications including: workers requesting days off, jealousy and conflict between workers and the need to supervise to ensure workers met all requirements. To manage jealousy between workers there is a need to swap tasks around. In regard to the latter aspect, the application of task based contracting, whereby workers could complete tasks which were set for a day in as much time as needed was good for motivating workers. Unfortunately, one contractor said that he was well into the red on the EIIP project due to the excess time taken by the workers to complete the task compared to his calculations. This raises questions about (i) the contractor training and (ii) the project teams cost calculations of the application of the LRBT. This topic is addressed more extensively under the section *Private Sector Capacity Building* and Section 5.5 on Efficiency.

Application of targets for women’s participation

As shown above, the three contractors who had commenced works were meeting their targets for women participants. Contractors, beneficiaries and SSOs all stated that the focus on decent work conditions and security helped to secure participation of women. In the short time since implementation commenced, there had also been progress among beneficiaries in terms of increasing acceptance of women workers by men (initially some of the male beneficiaries commented that women should be at home and they needed their own toilets and female supervisors etc.), willingness of women to perform in a broad range of tasks instead of wanting to be segregated and work performance of women. However, some activities and locations are less suitable for women. For example, it is not possible to get women to work on building a park on the median strip in Tripoli as it is not accepted for them to work in a location where they are visible to large numbers of people.

While the EIIP has so far achieved its gender targets it is notable that these targets are low considering that according to UNHCR, one quarter of Syrian refugee households in Egypt, Iraq, Syria, Jordan are headed by women.³⁰ Based on this consideration alone, the target percentage for women’s participation should be raised. Moreover, on EIIP women are expected to take on positions in traditionally male jobs. Women do traditionally work in agriculture and forestry. Obtaining jobs for women, and much needed income for WHHs, should also be a consideration when negotiating with the Government on allowing a proportion of the projects to involve environmental works. It would be useful for the project team to develop a gender strategy for increasing work opportunities for women and ensuring that the project maximizes the opportunity to work through making available childcare and other measures.

Application of targets for a balance between participation of Syrians and Lebanese

The Government and the donor have a target to balance benefits between Syrian refugees and host communities. Overcoming prejudices for Lebanese and Syrians to work together is a challenge. The ratio of participation of Lebanese to Syrians (0.27) is lower than in Jordan where the 50:50 target of Jordanians and

³⁰ “145,000 Syrian refugee women fight for survival as they head families alone” (8/7/14) <http://www.unhcr.org/en-au/news/press/2014/7/53ba6b066/145000-syrian-refugee-women-fight-survival-head-families-alone.html>

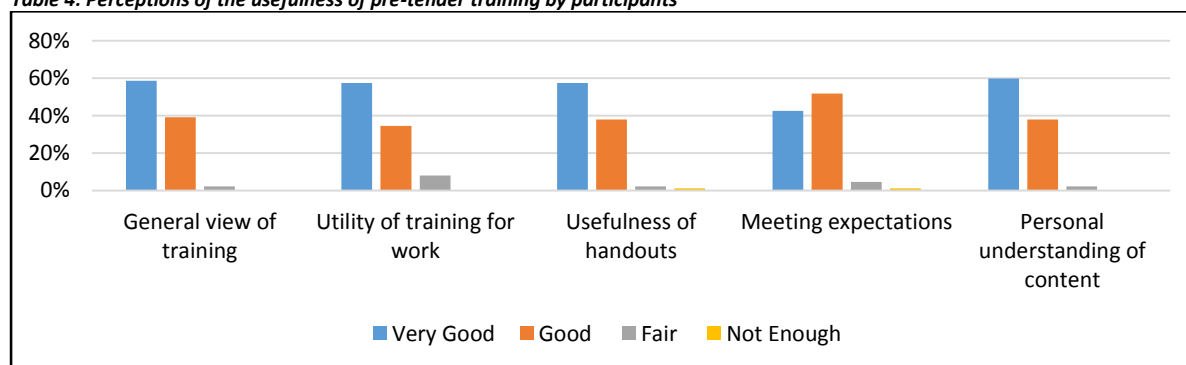
Lebanese has been achieved. The PMC is keen to see a target of 50% Lebanese. According to SSOs, the willingness of Lebanese to work on the EIIP alongside Syrians varies from place to place. In Tal Abbas, it is easier to recruit Lebanese than Syrians. However, there was a conflict between Lebanese and Syrian workers because Lebanese were not willing to work for a Syrian foreman. In Hamana, however, is difficult to find Lebanese workers and the contractor does not find them to be effective workers and prefers not to employ them. He only has 4 Lebanese on his payroll and 46 Syrians.

The project management team will need to decide how much of a priority it is to obtain a balance between Lebanese and Syrians workers and select appropriate locations for project sites accordingly as the national balance priority may clash with other priorities. Lebanese workers are usually more skilled and incur higher wages which makes it difficult to reach a higher labour intensity. Normally on construction sites in Lebanon there are primarily Syrian workers so this requirement will be hard to achieve. The Labour Force Study being conducted by the ROAS Senior Employment Specialist should provide some data to support approaches.

Capacity building and performance management of the Private Sector in the LRBT

The LRBT and the affiliated tendering, award and implementation procedures is new to Lebanon and thus the EIIP needs to provide a careful introduction and training process to ensure that the contractors are up to the job of implementing the projects with the LRBT approach. On the EIIP, ILO has provided training to prospective tenderers and awardees. Further, submission of a tender is tied to the condition that the contractor attends the pre-tender meeting and training and agree to attend any other forthcoming trainings. Evidence taken at the training show positive results. At the pre-tender training, pre and post training testing was conducted. An improvement in 61% was noted among participants from before to after the training. Respondents were also surveyed regarding their view of the usefulness of the training. The results from the survey, which can be seen at Table 4, show that participants had an overall positive view of the training.

Table 4: Perceptions of the usefulness of pre-tender training by participants



However, the evaluation team was informed that some contractors are still having trouble completing the labour day calculations for the work plan. Moreover, anecdotal evidence suggests that at least one of the contractors is not correctly calculating the number of days required to complete tasks. Moving forward the project team needs to pay careful attention to cost under implementation which may be affected by factors unforeseen during initial calculations and incorporate new information into cost calculations moving forward. The ILO has strong systems to performance manage contractors and hold them accountable. ILO uses a bank guarantee against performance bond. 50% expires automatically at end of project and the next 50% at the completion of liability period. For each period of the contract there are Key Performance Indicators. To receive payment contractors need to fulfil these.

Support for Syrians to work legally in Lebanon

Building on recent legislation that removed the prohibition of displaced Syrians to work the design states that the EIIP would support the MoL to issue 25,000 work permits to Syrians. However, upon implementation it became clear this was highly ambitious. Based on a discussion between KfW and ILO the indicator was changed to refer to “process for issuing work permits is improved and implemented in a coherent manner.” The cost of work permits remained prohibitive and the MoL is not sufficiently equipped to handle the vast demand for work permits.³¹ Legal stipulations with regard to the access of Syrian remained complex, often lacked coherence and transparency and changed frequently without the community being informed.

³¹ ILO KfW Lebanon biannual report

In this context, rather than obtaining large numbers of work permits, the focus of the EIIP has been on supporting legislation, regulations and systems that simplify the process and reduce the cost of work permits. The project team are supporting a piloting of improved processes for Syrian workers participating on the EIIP with the hope that the improved systems can enable others to access work permits.

With the support of the Work Permit Advisor, the EIIP has supported the MoL to develop a simplified process for work permits including a significant cost reduction. Figure 2 shows the changes to the WP process which have been facilitated by the EIIP team. The WP simplified process decision no 299/1 was issued on 2 November 2017 by Minister of Labour. The decision reduces the cost from a range of fees totalling up to \$500-600 to the cost of the permit only (\$80). Further, the Minister of Labour has agreed, signed and sent a letter on 18 November to MoF requesting the exemption of WP under EIIP Lebanon from WP tax & fees (letter 3319/3) as another proof of positive engagement of the MoL in the implementation of the EIIP. Decision of the MoF is still pending.

The ILO is working on a draft decree to regularise the daily workers and provide them with a simplified process to get work permits if they are residing in Lebanon if they don't have one specific employer.³² A circular was issued in November 2017, authorising the workers to keep their work permit after they complete their work in the project for one year. Work permit without any liability to the EIIP contractor is being currently considered by the MoL. This circular will also allow the SSO's, recruited by the EIIP to support the MoL inspection unit, to facilitate the process of Work Permits.

These various items of legal reform above represent positive steps towards reforming the legal environment for Syrians to work in Lebanon. However, there are major impediments to the development of a system in which large number of Syrian refugees can work legally in Lebanon. First, MoL have limited capacity to process applications. They are working at 60% of their full staff load and processing is very slow. Moreover, there is a tendency to scapegoat Syrian refugees among politicians and the general population and a strong resistance to facilitating anything which might lead to the permanent settlement of Syrian refugees in Lebanon. This situation combined with the dependence of Lebanon on Syrian labour in certain sectors (agriculture, construction etc.) is one of the main reason for the high level of informality among Syrian workers and the current willingness of the GoL to turn a blind eye to this informality. It is thus not clear at this stage whether the changes to the work permit process will result in benefits for Syrian refugees beyond the beneficiaries of the EIIP. The first step will be to roll the process out to other UN agencies. These will be able to partner with the EIIP and can benefit from the simplified process if the MOL approves these projects.

Given this reality, it may be that the developments in work permit reform do not get much further than facilitating work permits for EIIP beneficiaries. At least this would entail that ILO/UNDP were covering their bases in regard to not supporting Syrians to work illegally. As the LI approach becomes nationalized (e.g. through the WB R&E program and the institutionalization of the LRBT methodology within the LCRP) pressure to ensure that development partners are not supporting illegality may increase. It is positive that MoL have requested ILO to prepare studies that can be taken to parliament and the COM to speed up work permit legislation. Another option that is being explored is to allow Syrians to access Temporary worker cards for a 3 to 4-month period.

Institutional strengthening for the MoL

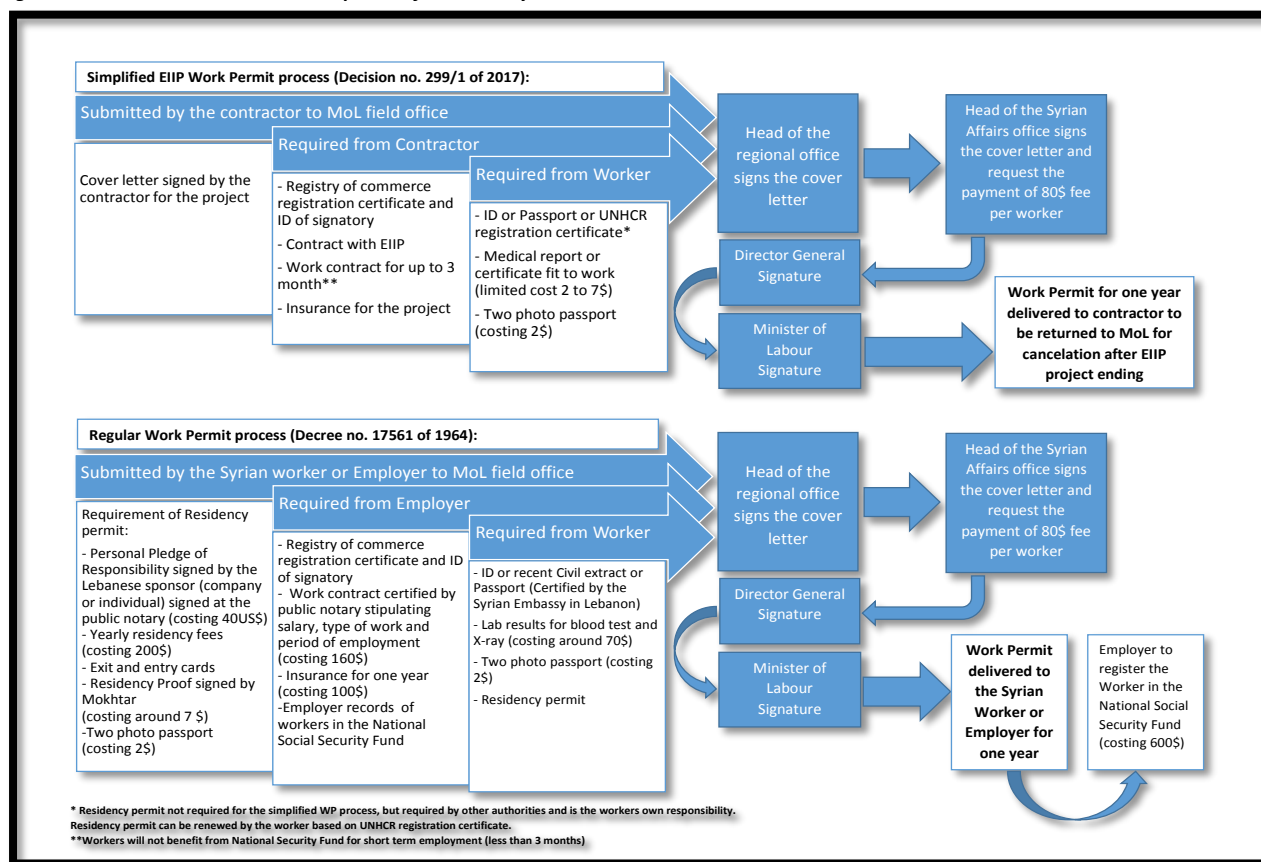
The achievements in regard to institutional strengthening at the MoL are important but according to information received during the MTR, the MoL are a long way from fully embracing social safeguards and ensuring decent work due to understaffing and a hostile attitude to Syrian refugees among staff. The progress report does not identify what developments there have been or potential there is for broad-based changes in policies, attitudes and behaviour of staff. Moreover, as this work lies within the sphere of policy development work that the ROAS office has been engaged with for some time in Lebanon, there is a question as to whether it would not sit more comfortably under the remit of the ROAS technical specialists. At least, strong linkages should be developed with ROAS technical specialists in this area.

The Minister for Labour also mentioned to the evaluation team his interest in ILO to supporting the developed of a comprehensive social protection law to cover Lebanese focused on cradle to grave provisions (social security, unemployment, elderly pensions). Legislative development in the area of social protection is complicated by the fact that it only covers Lebanese and not Syrians. A hybrid approach to the different nationalities might be possible. This may be an interesting area for ILO to get involved but there may also be

³² ILO (2017) Emerging good practices and lessons learned on supporting the access of refugees to labour markets, training and livelihood opportunities in Jordan and Lebanon (Draft)

pitfalls as Social Protection does not cover Syrians.

Figure 2: Revisions to the Work Permit process facilitated by the EIIP



Institutionalisation of LRBT in the LCRP

With the support of EIIP, MoSA is developing a Standard Operating Procedure (SOP) for the utilization of LRBT in livelihood interventions. Within the next few months MoSA will present the LRBT methodology for adoption by the Livelihood Sector Steering Committee. The Steering Committee will then promote the LRBT among livelihood interventions implemented by UN agencies, NGOs and other donors involved in the LCRP.

This SOP will state the key elements of the techniques and guidance on its scope and implementation approach. The EIIP Advisor to MoSA was recruited in October 2017 and has facilitated enhanced coordination between MoSA, MoL and the EIIP team. The EIIP Advisor is working on the LRBT SOPs for the Ministry and has received the Minister's go ahead in this regard. MoSA DG, Director of Minister's cabinet and LHSP Coordinator fully involved in EIIP operations through the PMC. The work in this area bodes well for sustainability, scale up and impact. The remaining period of implementation will determine whether or not there is willingness and capacity by development partners engaged in the LCRP to adopt the LRBT in an effective manner.

The placement of an ILO advisor in the MoSA to has been useful as a liaison between the ILO and the MoSA. For example, the advisor together with MoSA officials has played a role following up approvals of water related projects in Deir al Ahmar with the Ministry of Energy and Water (MoEW). As with the WP Advisor it could be useful to provide more elaboration on the full scope of the work plan for this position in progress reporting.

Engagement with line ministries.

There were two views expressed in regard to engaging with line ministries during the MTR. On the one hand, the EIIP is a public works program and sit most comfortably with line ministries in this field such and the MoPW and the MoEW. Eventually, implementation should shift to being embedded within the MoPW in future phases. The second view, is that the challenges to working with these line ministries are too great and for the time being, direct implementation is the only way forward. The evaluation team believe that a phased approach is required as the ILO continues to build its reputation in Lebanon and strengthens existing relationships with MoL and MoSA.

Effectiveness of monitoring in implementation

While the structure of the results framework was assessed at Section 5.3, there is also a question of how effectively the EIIP team monitored performance and results in implementation (i.e. does the project report on progress in a regular and systematic manner in line with the M&E framework). Evidence from the MTR suggests that the M&E officer is facilitating the monitoring of results regularly in accordance with the RM framework.

There have been challenges to obtain correct worker data. Workers often fail to provide identification and phone numbers but as Arabic names are very similar this information is important to prevent double counting. The M&E officer has worked hard to address this problem. He has also worked hard to address issues of double counting and there have been minimal instances of each.

UNDP have not yet provided monitoring data but they have not yet needed to because they have not yet commenced implementation.

For Modules 3 and 4 focused on institutional strengthening in the Ministries of Labour and Social Affairs, the information on activities that have occurred in these components is quite brief. It would be useful to provide more narrative on outcomes and progress in these components.

5.5 Efficiency

This section assesses the productivity of the project implementation process as a measure of the extent to which the outputs achieved are derived from an efficient use of financial, material and human resources. Efficiency is looked at in regard to efficiency of implementation to date, efficiency of the project structure and efficiency of the LRBT model.

Efficiency of implementation to date

To date on the project there has been some inefficiency. Because project selection was delayed, staff (e.g. SSOs, engineers) were brought on board before implementation commenced and for a time their wages were being paid without corresponding progress in activity completion. Vehicles were also purchased and used before implementation started. Then when additional time was needed to complete the works, KfW granted a no-cost extension and funds for programming is limited. The lesson learned here is that staff should be contracted once its certain that their services are needed. An inception period would have been useful in this regard.

Efficiency of the program organisational and staffing structure

In terms of program overheads, the donor has reduced the support costs from 13-10% and this aspect of the structure can be seen to be efficient. However, the involvement of two agencies in implementation means that there are some functions which are duplicated. The idea with supporting the collaboration with ILO and UNDP was that synergies could be created that would reduce costs. For example, it was intended that UNDP engineers would monitor ILO projects but so far this has not occurred. The model involves the duplication of some costs such as overheads, duplication and staff costs. More detail on the efficacy of the project staffing structure is addressed under Section 5.5 Management Arrangements.

Efficiency of the LRBT model

Tables 5 and 6 shows the labour day and equipment comparison of different activities with labour compared to machines. According to these tables the costs for implementing the different types of activities are more varied in some respects more than others. The project team have sought to identify activities for which there is not a wide variation in costs between the machine approach and the LRBT. Moreover, it is important to be mindful that workers will spend funds in the local area creating a multiplier effect. At the same time, more can be done to assist the country build infrastructure if cost effective approaches are applied, using machinery when its much cheaper, and labour when its more comparable. According to the project team, is possible to increase labour content significantly in certain activities without adversely affecting cost or quality. These activities need to be sought out. environmental works may be necessary if the intention is to achieve high labour content, for example, of over 35% it may be necessary to add some environmental works activities.

Table 5 EIIP calculations of labour vs machine based labour days and equipment required comparisons for agriculture roads³³

ACTIVITIES	Unit	Qty for 1 km	Task rate	Optimising by using labour based approach				Use conventional approach		Remarks
				Total Wds for 1000m		Labour cost US\$	A. Total cost Use labour-based USD	B. Total cost Use equipment based USD		
				Unskilled	Skilled					
General Item + Site Camp	Ls									
CLEARING (50%)	m ²	3	120m ² /Wd	25.0	2	558	676	676		
EXCAVATION FOR FOUNDATION (50%)	m ³	0.9	3m ³ /Wd	300.0	20.0	6700	8107	5400	Use equipment	
HAUL, FILL, SPREAD AND COMPACT GRAVEL BASE COURSE	m ³	0.22	6m ³ /Wd	36.7	2.4	819	266	266		
MIX, HAUL, PLACE AND COMPACT LEAN CONCRETE	m ³	0.11	1.2m ³ /Unskilled Wd + 6m ³ /Skilled Wd	91.7	18.3	2475	7700	6600	Use premixed concrete	
PREPARE AND INSTALL FORMWORK	m ²	3.6	50m ² /Unskilled Wd + 50m ² /skilled Wd	72.0	72.0	3960	6660	6660		
BENDING, FIXING AND PLACING STEEL BARS	Kg	40.5	200kg/Unskilled Wd + 200kg/skilled Wd	202.5	202.5	11138	37665	37665		
MIX, HAUL, PLACE AND COMPACT CONCRETE	m ³	0.405	1.2m ³ /Unskilled Wd + 6m ³ /Skilled Wd	337.5	67.5	9113	40500	36450	Use premixed concrete	
HAUL, BACKFILL, SPREAD, AND COMPACT	m ³	0.33	6m 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 canals						US\$	103060	95203		
Percentage of cost difference between labour based approach and conventional approach						%		8%		
Total labour cost for 1 km						US\$	35991	17703		
Labour cost in % of the total project costs						%	35%	19%		

Table 6: EIIP calculations of labour vs machine based days and equipment required comparisons for Irrigation channels (80cm x80cm)³⁴

COST ESTIMATE/ANALYSIS FOR THE CONSTRUCTION OF 1 KM OF AGRICULTURAL ROAD										
Revised on 27 Nov 2017										
ACTIVITIES	Unit	Qty for 1 km	Task rate	Optimising by using labour based approach				Use conventional approach		Remarks
				Total Wds for 1 km		Labour cost US\$	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	m ²	9000	120m ² /Wd	75	5	1675	2027	2700		
Cut to spoil and level 50% of road length	m ³	323	2.5m ³ /Wd	129	9	2881	3486	1935		
Excavate earth (rain 70%)	m ³	357	2.5m ³ /Wd	143	10	3189	3859	2142		
Filling and leveling average 15cm compacted thickness	m ³	675	6m ³ /Wd	135	9	3015	5940	5198	Use equipment	
Formingamber	m ³	240	6m ³ /Wd	48	3	1072	2112	1848		
Road sub-base course 15cm compacted thickness	m ³	600	6m ³ /Wd	110	7	2457	10020	9360		
Road base course 15cm compacted thickness	m ³	600	6m ³ /Wd	110	7	2457	11640	10980		
Drainage structure										
Concrete side drain 60cm x 60cm (15%)	lm	300		270	89	8492	24300	22800	Use equipment and labour	
Pipe culvert 80cm diameter (2x5m)	lm	10		30	10	950	3300	3300		
Total				1080	148	26787	67684	61263		
SUMMARY OF COSTING										
Total cost of 1 km of the concrete irrigation canals US\$						67684		61263		
Percentage of cost difference between labour based approach and conventional approach						%		9%		
Total labour cost for 1 km US\$						26787		6050		
Labour cost in % of the total project costs						40%		10%		

Efficiency of strategies to include women

The evaluation team did not conduct a cost-benefit analysis of strategies to target women. The contractors and SSOs reported that initially women on the project needed extra coaching but over time they adapted to their roles. One contractor reported that women needed ongoing extra supervision to ensure work tasks were completed. Data on the economic benefit to households or the local economy of strategies to include women is not currently collected on the EIIP.

5.5 Effectiveness of Management Arrangements

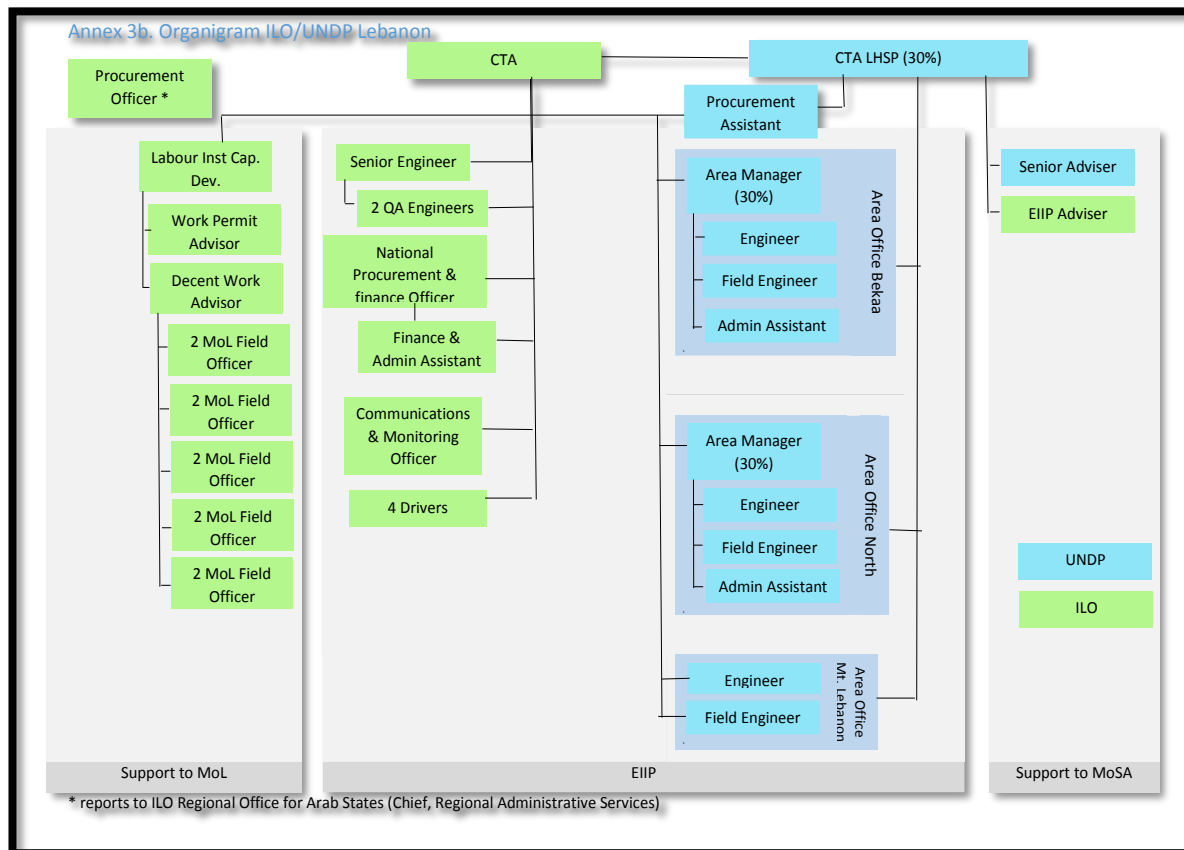
This section addresses whether the management arrangements on the project worked well including the project staffing structure, the division of work tasks within the project team, whether the use of local skills has been

³³ EIIP Cost Analysis LRBT

³⁴ EIIP Cost Analysis LRBT

effective and whether the governance structure facilitated effective program implementation. Figure 3 highlights the project staffing structure in the original design. Since the design there have been a few modifications in implementation, including the removal of one of the advisor positions at the MoL, non-recruitment of the ILO International Procurement Officer and addition of the Mount Lebanon UNDP Area Manager. The MoL Field Officers are now referred to as Social Safeguard Officers.

Figure 3 EIIP project staffing structure.



In regard to most aspects the EIIIP staffing structure is adequate however the evaluation team does have several concerns.

- **Delays in recruitment.** It is notable that it took considerable time to recruit key positions at the ILO, including the CTA, which caused delays in implementation.
- **Senior management responsibilities and reporting relationships.** The existence of two CTAs within the project may cause challenges in terms of lines of authority. The UNDP CTA (focal point) position should be changed to UNDP Coordinator. The position as it currently stands is actually the CTA for the LHSP with 30% of the position time devoted to the EIIIP however the position title UNDP CTA is used on the organogram which is confusing.
- Concurrently, the inclusion of a dedicated operations manager would add considerable value to support the lead CTA. The position is required particularly with key activities commencing implementation. A deputy team leader (Lebanese national) should also be considered to support the CTA with client representation, local knowledge and act as a CTA in the absence of the ILO CTA. This position should be taken from among current staff as budgetary constraints do not allow for additional staff recruitment.
- **Staff allocation for technical (engineering) supervision and monitoring.** There is a concern that project structure for technical (engineering) supervision on the project may not be functional, resulting in inadequate supervision. According to the project design, UNDP provides technical support at ILO sites. UNDP have 2 engineers in each locality. This appears appropriate in theory has not been put into practice yet because UNDP have not yet started implementing projects. UNDP engineers appear to have additional responsibilities on LHSP and therefore it is challenging for them to provide support at ILO sites. There are challenges in coordinating project monitoring and reporting between the two agencies.

- **Location of staff.** THE UNDP has sought to place engineers at project sites whereas the ILO has adopted a Beirut-based team that provides short-term support. The preferred model would be to have engineers on site, primarily for cost efficiencies. The engagement of an international advisor (engineering) needs to be questioned at this stage given most projects are scoped externally and training is primarily complete given projects in the current phases are moving to implementation. The CTA and ROAS management should meet to ensure the program is equipped appropriately and aligned with an efficient implementation model.
- **Resources allocated to capacity building of MoL.** The role of the SSOs in monitoring project sites is important.³⁵ However, their role on monitoring decent work seems overly emphasized compared to technical monitoring. It's not clear that close and frequent checking that payments are being made and workers have chairs to sit on etc. sends the right message to contractors. On the other hand, there technical monitoring of engineering projects is essential to ensure all works are completed to the required standard. In light of the above, one option would be to expand the role (with appropriate change in skillset) of the SSO positions so they can also provide technical as well as decent work monitoring.
- **Ministerial advisory positions.** The project has made good progress in revising work plan legislation. The Work Permit Advisor plays an important role in relationship building with the MoL and other staff at the Ministry. However, it is not clear how the outcomes in the component justify the resource inputs (two advisors and a USD100,000 capacity development fund). The reporting on this component in the progress report is very brief. Although embedded advisors in the Ministries clearly play an important role in relationship building their work plan should be more fully elaborated. Similarly, the workplan for the MoSA Advisor should also be more detailed.

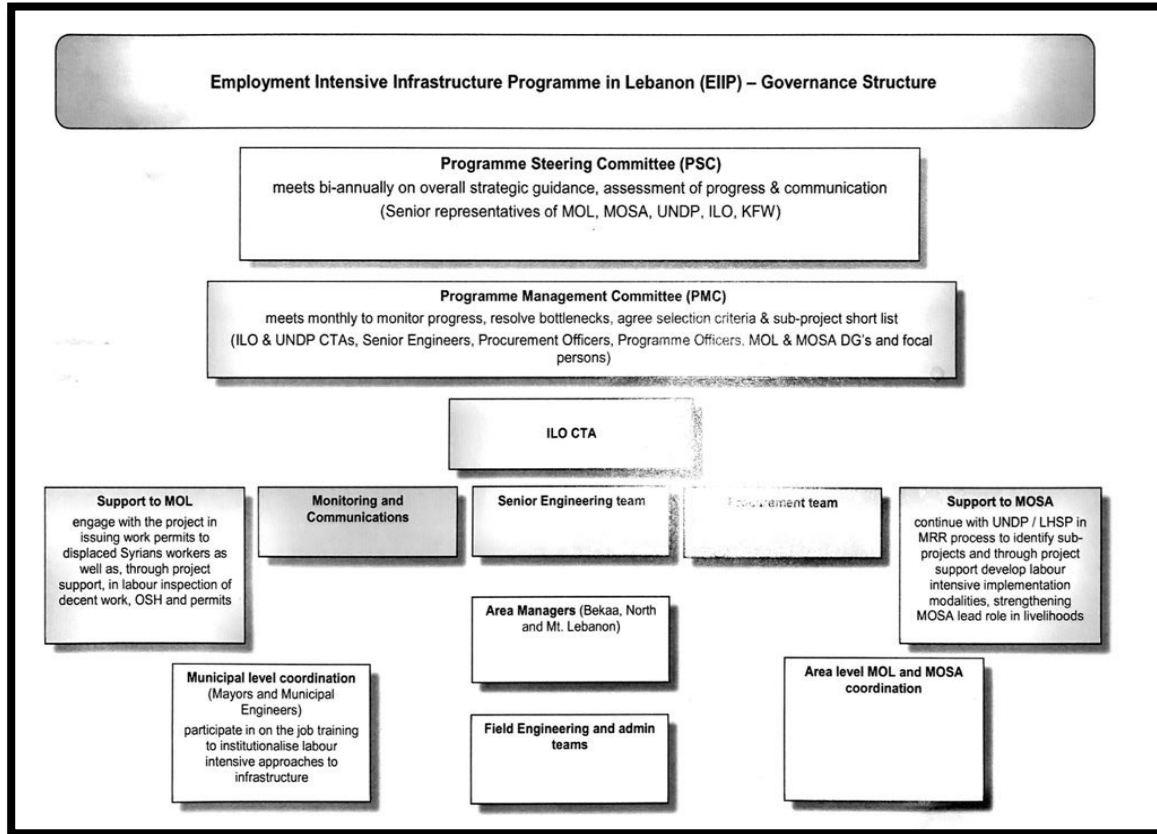
The links with technical specialists could be further developed. Although the technical specialists are not funded directly by the program they represent a significant resource to all ILO programs. Moreover, the policy development work that the specialists are engaged in would benefit from the ground level experience of implementation focused programs such as the EIIP. There are a number of areas where engagement with technical specialists could be enhanced: (i) information on demographics (skill, socio-economic, location, age) of employment needs among Lebanese; (ii) pathways toward greater tripartite engagement on the program; and (iii) pathways from EIIP to sustainable employment e.g. through skills training or business incubator support.

From the evidence gathered through interviews and document reviews there appears to be differences in understanding within the Organisation of the roles and responsibilities of specialists and technical teams. A silo effect is currently in place where Geneva has set the agenda in terms of engagement and support. This is not ideal as it means the ILO in Lebanon cannot operate efficiently in terms of maximising its use of resources. Specialists and implementing teams appear to have differing views as to who is in charge and makes ultimate decisions. The most practical approach would be for specialists to provide "technical input" into implementation rather than taking an external view and "backstopping". This in effect would bring specialists into the mix and allow their knowledge and experience to be incorporated into daily implementation and management issues.

There was **extensive use of local skills** on the program including 17 Lebanese and only two foreigners. **The project governance structure** appears to be effective. The Governance structure for the project can be seen at Figure 4. The PMC has met seven times over the duration of the project and has functioned effectively as a decision making forum on the project. The project steering committee has only met once. It might facilitate the smooth running of the project to have more opportunities for ILO and UNDP to meet and discuss project progress and decisions independent of the Government.

³⁵ SSOs are supervising all the decent wage conditions including payment of wages, monitor mainly the attendance of the labourers, check the muster roll, check if each labourer is taking his wage appropriately and if they are wearing the equipment.

Figure 4 Project Governance Structure



5.6 Impact and Sustainability

This section looks at impact including the positive and negative changes and effects caused by the project at the sub regional and national levels such as the impact with social partners, government entities, beneficiaries, etc. It considers positive or negative outcomes and explores how effective were synergies with and operation through government entities and local organisations.

The section also evaluates whether the program help to build capacity of and ownership by these entities and whether synergies were built with other development partners and what this achieved. It also looks at what, if any, alternative strategies would have been more effective in achieving its objectives.

Early evidence of impact, including unintended outcomes

As implementation is still in progress, it is too early to identify impact. However, there are a number of potential areas of impact, both positive and negative, some of which were not intended, which should be followed up on through monitoring and evaluative studies:

- In terms of the economic impact of beneficiary households, the jobs are short term so the impact is limited. Unlike Jordan, beneficiaries are not limited to one contract, beneficiaries can be employed for multiple 40-day contract but the jobs are still restricted to the duration of the grant. Nevertheless, there is some impact on sustainable jobs. It was identified on the MTR that beneficiaries were learning new skills and contractors were matching up worker skills with more specialized tasks. Contractors also mentioned that they intended to retain a proportion of the staff after completion of the EIIP project.
- In the current stagnant economic climate opportunities for smaller contractors are drying up as larger companies are also bidding on small projects so the EIIP (and other subsequent LI based projects such as the WB R&E program can help to keep the SME construction sector afloat through these difficult times.
- There are flow on economic effects on local suppliers and the improved economic activity facilitated by the infrastructure.

In Hamana, Redwan is working on the gravity pipe and is developing new specialized skills in connecting pipes

- There is the possibility that short term work opportunities could have a negative effect on food security for Syrian refugees if they lose their eligibility for food vouchers and then only work for a limited period.
- Some argue that the project is not tackling the core issues of unemployment in the economy/labour market and, with the short-term presence in localities, could be distorting the labour market.

Synergies with Government

After a rocky start, the EIIP team has gone on to perform well in engaging with and building synergies with Government, facilitated by the design. This includes:

- Accommodating Ministerial level requests for infrastructure projects while balancing other criteria.
- Advisors embedded within MoSA and MoL to build the relationships with these and other Government agencies (e.g. MoEW) and institutionalise the approaches of the program (decent work, SoP for application of the LRBT across the LCRP, work permit reform).
- Supporting municipal Governments to prepare budgets for maintenance of infrastructure using a LRBT approach.

However, the success of the approaches has not yet been demonstrated. For example, it is not yet clear:

- Whether all municipal governments will have enough funds and staff to maintain the infrastructure and over what time-period and whether they will be interested to apply the LRBT in implementing these activities.
- Whether WP and decent work policy and legislation will be scaled up after the program.
- To what extent the MoSA will promote/require that agencies involved in the LCRP adopt the LRBT approach.

Clearly, the main area where synergy with Government is lacking is in engagement with line agencies, particularly MoPW, whereas in Jordan, the EIIP project is embedded in line ministries. To date, the fiduciary risk of doing so in Lebanon has been considered too high but this approach is of interest to the project team and investigations should be made as to whether the approach might be viable for future phases.

The EIIP team need to maintain an active stance towards engaging with government: learning as they go by engaging with the findings of the RM framework and communicating among staff, documenting lessons learned and providing space for project stakeholders to analyse the effectiveness of various strategies and take up opportunities for greater synergies and engagement as they arise.

Synergies with other development partners

The project team is laying down some strong ground work for creating synergies with other development partners towards the end of institutionalising the LRBT in Lebanon and maximising its benefit vis-a-vis social protection, poverty reduction and economic development.

The engagement with the World Bank on the R&E Program has been a strong example of engaging with development partners. The WB USD200 million and JICA USD100 million R&E Program aims at improved transport connectivity along select paved road sections and creation of short terms jobs for Lebanese and Syrians by way of rehabilitation of some 500km of roads plus routine maintenance thereafter.³⁶ As the R&E Program ramps up the WB is looking to the ILO for technical guidance on the LRBT and decent work approaches. ILO has been requested to audit health and safety on WB projects and the WB are taking guidance from ILO on managing attendance lists on labour intensive projects. Unlike grant funded LRBT projects, the GoL will not allow increases in the cost due to the application of the LRBT. To ensure the ILO can provide good quality guidance to the WB/GoL, the ILO needs to document lessons on how the LRBT can be employed on infrastructure projects in a cost-effective manner.

In the lead up the roll out of the REP, the KfW is funding a pilot on the R&E program for road maintenance, implemented by the ILO. The project is aimed at enculturating the practice of maintaining roads. This will be a good opportunity to identify lessons on applying the LRBT approach for the R&E program more broadly.

Developing sustainable jobs in the private sector

One of the challenges for an employment strategy in Lebanon is the two-tiered structure of the labour market within which Syrians are mostly engaged in the informal sector and do not obtain qualifications. For example, on a construction site the foreman is usually Lebanese and most of the labourers are Syrian and do not have

³⁶ ILO, Concept Note: Demonstration Pilot for Labour Based Road Maintenance in Lebanon (5/4/18)

work permits or qualifications. Daily workers are usually unable to complete qualifications because they cannot commit to taking extended periods off work. Among the Syrians beneficiaries interviewed during the MTR in Hamana, there were skills in painting, ceiling rose making and joinery but none of them had qualifications. With its provision of work permits and decent work for Syrians, the EIIP might be a space to start a precedent for qualifications for Syrians. This is a topic that requires further investigation.

The EIIP could be complemented by a skills training program. This would assist Syrians to be involved in rebuilding their country when they eventually return after the war. More engagement could be sought in the future is between the EIIP and ILO's activities in supporting the development of sustainable jobs in the private sector through skills training in the Technical and Vocational Education and Training (TVET) Sector. ILO is supporting the GoL to develop a national TVET strategy. To underpin this strategy ILO and the GoL are also carrying out a Labour Force Survey in order to improving the structuring of TVET to help employers access staff with the skills they need. Lessons learned from the EIIP should provide input into the development of this strategy.

Alternative strategies

During the MTR, the question was raised as to whether the EIIP was the best use of funds for increasing the availability of sustainable employment given that the jobs are short term. The other alternative strategy would be to support the development of SMEs in the private sector by providing funds and skills training for business start-ups. Syrians are not permitted to own business so this approach would need to focus on joint ventures between Lebanese and Syrians. However, the point was also made that micro enterprises do not employ that many people: it is supporting the increase in enterprises with 20 staff or more that can actually make a dent in unemployment figures. At the time of the evaluation, data was not available to the evaluation team as to the relative effectiveness of these alternative strategies. Moving forward the ILO should collect data to compare the efficacy of the different strategies for increasing sustainable employment. It is also important to note that the two approaches are not necessarily mutually exclusive. The EIIP works with small contractors so it could be an entry point for a more comprehensive program of support for this sector of the economy.

6 Lessons Learned

For implementation to date, several key lessons have emerged that are important to note. These lessons can be applied to inform implementation and management arrangements moving forward, particularly in light of the proposed third phase.

Key Lessons Learned	Suggested Response and Course of Action
Performance and efficiency would have been better if there had been a preparatory or inception phase during which time project selection could take place before the full complement of staff was brought on board	No further action required but a note for future programs.
It will enable more infrastructure to be built and improve overall perceptions and standing of infrastructure projects with the GoL, if LRBT is only be applied where it is cost effectively comparable to machine based alternative	Careful consideration needs to be placed around the LRBT approach. ILO activities should align to market expectations and contextual realities. The engagement of work in some sectors lends itself to more mechanical/skilled approaches. This needs to be balanced with a desire to promote labour approaches.
The assumption that UN agencies are aligned and can work together due to shared understanding, approaches and experience needs to be reviewed and assessed on a case by case basis.	The implementation model should stay as it is but valuable lessons have been realised and these need to be carefully monitored and managed as the program moves towards a third phase.
In establishing a staffing structure for supervising infrastructure construction, it is important that ILO achieves a correct balance between promoting and supervising decent work and supervising technical engineering quality.	The ILO needs to review the current management structure with regards to the mix of Beirut-based and field-based staff. This is most relevant for technical engineering roles.
Cost calculations can be affected by a range of factors during implementation and need to be continually revisited.	Evidence suggests that contractors struggle with cost implications and the establishment of budgets and may need assistance.
The application of task based contracting, whereby workers could complete tasks which were set for a day was	The task based approach promotes efficiency and allows workers to have greater mobility. The model should be tweaked to allow for contractors to use machines when

good for motivating workers. Contractors should be able to use machines if they go over budget	they have already reached labour targets (and paid labourers) but works are not yet completed
The focus on decent work conditions and security helped to secure participation of women and Lebanese. The interest of Lebanese to participate in the EIIP depends on the socio-economic demographics of the local population.	Decent work condition is a key differentiator for the ILO. This should not be compromised. As the ILO continues to establish its presence in Lebanon, specialists should be engaged to promote and strengthen the approach

7. Guidance for Proposed Next Phase

This section provides a brief analysis and suggested guidance for consideration as the EIIP moves towards a possible third phase. The guidance is based on the evidence, good practices and key lessons learned through the current review process.

An immediate step should be the review of the current **activity selection criteria**. The current criteria are suitable and appropriate but future activities should be selected on two critical factors (i) community based infrastructure projects (ii) ones that promote and effective mix of labour and use of small scale machinery. The GoL has a priority for larger scale infrastructure projects that promote economic growth. While these projects are popular and do bring impact, they tend to work against the approach of environmental works and LRBT. EIIP needs to stay focused on its strategic intent and ensure it provides differentiation (i.e. focuses on programs that promote labour approaches) and navigate political inputs to avoid too many compromises to ensure that the right projects are selected. By changing strategic intent, the value of decent work and associated approaches will diminish.

In supporting the selection criteria, **the MRR should be used for project selection in Phase III** but the selection criteria should also be tightened so as not to allow for individual interests to creep in. LI data also needs to be included with projects presented in the list for selection.

The current implementation model should be maintained however resources conditioned in terms of team composition and location of staff. The inter-agency agreement between ILO and UNDP including the budget should be based on the projects identified through the selection process rather than based on a percentage split between the agencies. To improve the smooth running of the program it is recommended to: (i) include only one CTA on the program; (ii) ensure that the two agencies have engineers to implement and monitor their own projects independently; and (iii) enhance ILO's staff capacity for technical engineering monitoring of projects. The inter-agency agreement between ILO and UNDP including the budget should be based on the projects identified through the selection process rather than based on a percentage split between the agencies.

Projects in Phase III should focus on infrastructure and rural areas which have been significantly influenced by the influx of displaced people. Effort should be made to **locate projects based on need and priority and not seek to geographically spread and distribute projects to promote a sense of equity**. This is where the largest pool of labour is found. **Priority areas for work include community infrastructure and road maintenance.** Road maintenance is an effective work area that promotes labour based approaches. The ILO has already developed a concept paper and experience in Timor-Leste could apply to the Lebanon context.

The ILO and KfW need to be mindful of the pressures of working in a highly fractured and complex political environment which may affect project outcomes and the project teams' ability to bring about the project TOC. For example, due to political pressures relating to acceptance of Syrian refugees it may be difficult to support the provision of large numbers of work permits for Syrians. Also, there is likely to be ongoing pressure from members of the PMC to support high profile urban based complex infrastructure projects in spite of the challenges in implementing these projects with an LRBT modality particularly in the Lebanese context of high labour costs.

Project selection should commence in May/June 2018 and the project team should aim to have completed the long list before the commencement of Phase III in November 2018. Using current implementation experiences, the EIIP team should tighten up cost calculations for various infrastructure activities for road building, irrigation canals, sidewalk building etc. This should provide the basis for negotiation with the Government and the donor on the need for inclusion of some environmental works activities and the percentage of the budget which must be allocated to labour. This will also support ILO in providing technical assistance to WB on the R&E program.

Several revisions to the RF should be considered. This includes: (i) adding an indicator on "job opportunities" since is the priority data required by the donor; (ii) remove the indicator on social insurance; (iii) include a target

of 50% Lebanese not 50% Syrian; (iv) add an indicator on disability participation, include gender disaggregated data on contractor training and add an indicator on the number of work plans produced. **The output level indicators should be placed directly under the objective indicators to show how they contribute to the objective.**

In terms of supporting work going forward it is important to consider possible research and evaluation studies that provide an opportunity to promote learning and also the application of new concepts such as LBRT, CfW and broader employment approaches. The studies should consider effectiveness and also efficiency issues as part of the learning exercise.

Beneficiaries from early in the program should continue to be interviewed every six months through Phase III to see the medium-term effects of the program on household income as well as seasonal changes in income to help to identify: (i) what could be useful options for skills training; and (ii) whether there are seasonal work patterns with the EIIP could be timed to fit in with. Objective level indicator 2.2 on the “number of men and women in target communities who benefit from improved access to infrastructure” which is “the number of people who live within 2 km of the infrastructure projects” is not necessarily representative of the actual beneficiaries. Consideration could be given to revising this methodology, learning from other EIIP projects.

Since the ILO claims four aspects of income generation from EIIP projects it would be useful to measure all of them, particularly to support the calculation of the opportunity cost of EIIP programs vis-à-vis other types of livelihood development programs e.g. enterprise development in the private sector. For example, it might be possible to collect some basic information on where beneficiaries spend their money as part of the workers’ survey.

It would be useful to **draw from the Labour Force Study to learn more about the demographics of unemployment among Lebanese**. Findings can assist in project selection in order to foster more participation of Lebanese

A feasibility and risk (including financial) assessment should be undertaken of embedding the EIIP within the MoPW for a subsequent phase (beyond Phase III). This is important as it provides a road-map for on-going management and engagement with MoL and MoSA but also positions the ILO in a way to provide direct support to technical Ministries while continuing to support higher level policy and strategy development. The activity plans for the Ministerial advisors should be elaborated more fully in documentation. This is important as these important positions need to be held to account and also used as “branding” for the ILO. The risk is that these advisors become so embedded that they become part of Ministerial teams and may lose effectiveness in terms of their primary roles.

8. Conclusions and Recommendations

The EIIP Lebanon is relevant to the context and needs and has a design that is logical and feasible but it got off to a rocky start. Project selection took a long time causing delays in implementation. It was incorrectly assumed that the Maps of Risks and Resources (MRR) process had achieved ownership by the ministries involved (MoSA and MoL), partly related to an appointment of a new DG in the Ministry of Social Affairs during project implementation. The ministerial representatives on the PMC (MoL and MoSA) rejected the proposals selected through the MRR and the selection process had to start all over again. Although the commencement of projects was delayed, work is now underway. USD5,048,708 of the budget for capital works has been allocated. It is still early days, but initial reports indicate that beneficiaries are responding positively. The economic benefits of the jobs for beneficiaries are short term but there is some evidence of sustainable benefits. The EIIP has targets for female participation of 10% and so far, these have been met. However, these targets are low considering that according to UNHCR, one quarter of Syrian refugee households in Egypt, Iraq, Syria, Jordan are headed by women. Disability targets have not been set. The ratio of participation of Lebanese to Syrians (0.27) is lower than in Jordan where the 50:50 target of Jordanians and Lebanese has been achieved. Early evidence suggests that contractors appreciate the LRBT approach but some are struggling with managing their budgets under the approach. The EIIP has made some strong strides in supporting reform of work permits regulations and procedures for Syrians but there will be big challenges in scaling up reforms due to low capacity in the Ministry of Labour (MoL) and strong discrimination against Syrians.

There are some staffing challenges on the project, particularly in context of the joint ILO-UNDP management structure. Currently the EIIP is very well positioned to support scale up and nationalisation of the LRBT approach through municipalities maintenance budgets, the WB R&E program and roll out of the LRBT approach across the

LCRP. For the EIIP approach to be successfully scaled up and nationalised, it will be very important that cost calculations are clarified for different construction activities as well as comparisons of these with machine based approaches keeping in mind that not all activities have the option to replace one with the other and the project has social objectives which need to enter the equation if a cost comparison is done. Moving forward the evaluation team makes the following key recommendations:

- **Recommendation 1:** The ILO and UNDP should use the MRR as part of a broader methodology and selection process for Phase III and the selection criteria should be tightened to mitigate the effects of individual interests weighing in on the process. LI data (and cost effectiveness) should feature as a key determinant in selection moving forward (No resource implications. High priority)
- **Recommendation 2:** The ILO should engage and collaborate with World Bank/CDR to demonstrate labour-based maintenance as an effective strategy to sustain quality of the road network while creating employment (No immediate resource implementations. High priority).
- **Recommendation 3:** The ILO, with UNDP support, should commence the process of project selection for Phase III as soon as possible (preferably in May/June 2018. This way the implementation of Phase III projects can start immediately from the start of Phase III (Resources to be allocated on selected activities. High priority).
- **Recommendation 4:** To strengthen the collaboration of the UN agencies, and the ILO's ability to meet its responsibilities as lead agency, the division of work between the agencies and clear criteria for allocation of investment funds should be developed and agreed. This includes agreement on monitoring and evaluation responsibilities as well (Resources to be allocated based on agreements. High priority).
- **Recommendation 5:** Using current implementation experiences, the ILO and UNDP should tighten cost calculations for infrastructure activities (road and sidewalks and environmental works). This will provide the basis for negotiating with the Government on the need for inclusion of some environmental works activities such as forestry and road maintenance on the percentage of the budget which must be allocated to labour (No resource implications. Low priority).
- **Recommendation 6:** The project team should conduct a feasibility and risk (including financial) assessment on embedding the EIIP within the MoPW (and other technical Ministries) with a view to potentially piloting this approach in the future (No resource implications. Low priority).
- **Recommendation 7:** The ILO and UNDP to review and agree on project management structures moving forward. Possible revisions include: engagement of an operational manager to support the CTA; staffing to support individual implementation arrangements; location of engineering staff to field based positions. The ILO also needs to consider its staffing resource profile and use of advisers as part of an overall review of staffing aligned to budget (Possible resource implications – more a reallocation of existing resources. Medium priority)
- **Recommendation 8:** The ILO to review and revise activity plans for ILO supported ministerial advisers (Possible resource implications but not anticipated. Medium Priority).
- **Recommendation 9:** In supporting better management and facilitating better communication, the CTA and ILO ROAS management should meet regularly to ensure the program is resourced appropriately and aligned with an efficient implementation model (No resource implications. Medium/High priority)
- **Recommendation 10:** The project team should develop a gender strategy for the project focused on increasing the target percentage for women and ensuring that the project maximizes the opportunity to work through making resources available to support active participation of women (childcare, toilets, etc.). A clear target for participation of disabled people should be added (Possible resource implications in terms of contractor budgets. Medium/High Priority).
- **Recommendation 11:** The project team should assess whether municipal governments will have enough funds and staff to maintain the infrastructure and over what time-period and develop potential capacity building activities for municipalities on this basis. (No resource implications. Low Priority)
- **Recommendation 12:** The ILO should focus on strengthening linkages between the EIIP and the TVET strategy, built on the findings of the Labour Force Survey, with a view to facilitating sustainable jobs in the private sector. With its provision of work permits and decent work for Syrians, the EIIP might be a space to start a precedent for qualifications for Syrians who to date have been restricted primarily to the informal sector (Resource implications to conduct labour force survey. Medium Priority)
- **Recommendation 13:** EIIP to place greater emphasis on selected research studies, evaluation work and key lessons learned to develop a more robust and rigorous evidence base to inform future decision around the application of LBRT approaches, CFW programs and broader employment program nationally (Possible resource implications with the design of specialized research and evaluation studies. Medium Priority).

Annex 1: EIIP Terms of Reference

INTERNATIONAL LABOUR ORGANIZATION
TECHNICAL COOPERATION
Terms of Reference (ToR) for Midterm Project Evaluation
“Employment Intensive Infrastructure Programme (Phase I and II) in Lebanon

1. KEY FACTS	
TC Symbol:	LBN/16/03/DEU
Country:	Lebanon
Project titles:	Employment Intensive Infrastructure Programme (Phase I and II) in Lebanon
Duration:	22 months (for Phase I and 2) including no-cost extension
Start Date:	1 January 2017
End Date:	31 October 2018
Administrative unit:	Regional Office for the Arab States (ROAS)
Technical Backstopping Unit:	Regional Office for the Arab States (ROAS), EMP/INVEST
Collaborating ILO Units:	Employment-Intensive Investment Unit (EMP/INVEST), SKILLS
Evaluation requirements:	Midterm Evaluation
Donor:	Germany, KfW Development Bank
Budget:	EUR 11,945,000 (USD12,680,467) for Phase I and 2

2. BACKGROUND INFORMATION

Project Background

In September 2016, a total of 1,017,433 registered Syrian refugees were reported to live in Lebanon. This substantial influx has severely affected the country’s socio-economic situation and has resulted in unprecedented restrictions on Syrians entering Lebanon since late 2014. Labour market challenges have been exacerbated by the refugee crisis and the unemployment rate has doubled to 12%. Public infrastructure including roads, waste management systems, electricity grids and public buildings such as schools and healthcare facilities are deteriorating at a rapid speed. Moreover, Syrian nationals are exempt from the general prohibition on foreigners when working in agriculture, construction and environment activities according to the Decision no. 218/1 issued by the MoL on the 19th of December 2015.

The ‘Employment Intensive Infrastructure Project (Phase I and II) in Lebanon’ or EIIP Lebanon in short aims at creating short- to mid-term employment opportunities for Lebanese host community members and Syrian refugees through infrastructure works. The original agreement was to implement EIIP Lebanon in three phases over 30 months, with Phases I and II covering the first 12 months (which now has been extended for 10 months until 31 October 2018). The activities being evaluated here cover Phase I and II with its approved financing.

At the centre of the project are labour-intensive infrastructure rehabilitation and improvement measures such as rural road rehabilitation, storm water drains, irrigation and water projects, sidewalks, public markets, etc. The

project will be implemented together with UNDP and based on project identification procedures established through the Lebanon Host Communities Support Programme (LHSP) in the most vulnerable municipalities of Bekaa, North and Mount Lebanon that host most of the deprived Lebanese and refugees. The infrastructure measures will be complemented by trainings, on employment intensive methods for contractors and capacity building for public institutions. Especially the MoL will be supported in order to promote a system for speedy and transparent issuance of work permits to Syrian refugees in Lebanon, allowing them to legally and formally take up employment.

Module Objectives and Outputs

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

The project has four module objectives:

Module Objective 1: Improved access to decent employment of Lebanese Host Community Members and Syrian refugees	
Output 1.1: Mechanisms for job creation in infrastructure works applied	Output 1.2: Improved and sustainable infrastructure and public assets value for Lebanon
Module Objective 2: Improved and sustainable infrastructure and public assets value for Lebanon	
Output 2.1: Capacity of Municipalities is built to contract and manage labour intensive approaches in rehabilitation and maintenance of infrastructure	Output 2.2: Capacity of Private sector at national and local level is built to implement employment intensive approaches in rehabilitation and maintenance
Module Objective 3: Enhanced capacity of the MoL to facilitate the implementation of employment intensive programs and issuance of work permits	
Output 3.1: Improved regulatory framework and operational guidelines for the issuance of work permits	Output 3.2: Staffing and system at MoL are improved to conduct national labour inspection
Module Objective 4: MoSA capacity strengthened as the lead Ministry of the Crisis Response and labour-intensive approaches institutionalised	
Output 4.1: Staffing and systems at MoSA are improved to promote labour intensive practices	

Achievements to date and current implementation status

Module Objective 1:

- The EIIP Lebanon has developed a number of strategies to increase the labour content in infrastructure projects, chief amongst them Local Resource Based Technology (LRBT). Furthermore, the contract includes clauses that stipulate the use of labour wherever feasible, safeguarding decent working conditions and the inclusion of at least 50% Syrians.
- By February, approximately 3,500 worker days were generated (out of which 70% are Syrians and 10% are Women). Moreover, 240 contracts were issued, and the number of workers based on an average of 40 days are 90.
- The EIIP has developed a Social Safeguards Framework and used contracts that include clauses related to Occupational Safety and Health.

Module Objective 2:

- A long list of 16 projects was agreed by the project partners in August 2017, and out of this 11 projects have been identified (USD6.2 million) including agricultural roads, storm water drains, water irrigation, public markets, and sidewalks/public spaces. All infrastructure projects require engineering designs and approvals from the respective line ministry.
- Physical works started in October 2017. 3 projects are in progress (contract value approximately 1.5 million); 4 projects are in tender process (work starts in March/April, contract value approximately 3.2 million); 3

projects are ready to tender awaiting final approvals (expected in February, contract value approximately 1.3 million); and 1 project is requiring further design (may be reconsidered).

- The EIIP has in advance of construction obtained written commitment from the respective municipalities for the continued maintenance and will hand over formally once the work has been completed.
- The number of people living in the project(s) area of influence has been assessed with support of participating Municipalities.
- A Training Strategy was developed and implemented. Appropriate contract documentation is in place. 54 companies were trained in local resource based technology reaching 111 participants (which are directors and engineers, and 24% are women).

Module Objective 3:

- A simplified procedure facilitated by the ILO for issuing Work Permits on EIIP Projects is in place.
- The Social Safeguards Framework has been finalised.
- The EIIP has undertaken formal and on the job training for MoL labour staff on the Social Safeguards Framework and on labour intensive approaches.

Module Objective 4:

- Drafting of EIIP SOP has started with the Ministers approval.

Beneficiaries

Beneficiaries are Syrian refugees and Lebanese women and men in the most vulnerable areas of North Lebanon, Bekaa and Mount Lebanon. The project focuses on villages, municipalities and neighbourhoods that host a high ratio of displaced Syrians to Lebanese population. Over the course of Phase I and II of the project, it is estimated that a total number of direct beneficiaries of 2,395 can be reached. An estimated 95,800 worker days will be created by the end of Phase I and II, whereby 50% of these worker days are projected to be by Syrian Refugees. An additional group of beneficiaries consists of people indirectly benefiting, particularly suppliers at a local level are likely to benefit from project interventions.

Fund Management Arrangements

As the lead agency, ILO has entered into a financing agreement with KFW and is responsible for the overall funding volume. ILO and UNDP have entered into a UN-to-UN contribution agreement that details the flow of funds and separation of tasks between the two organisations. ILO and UNDP share the capital investment component and both procure infrastructure works.

3. PURPOSE AND SCOPE OF THE EVALUATION

Evaluation Background

ILO considers evaluation as an integral part of the implementation of technical cooperation activities. Provisions are made in all projects in accordance with ILO evaluation policy and based on the nature of the project and the specific requirements agreed upon at the time of the project design and during the project as per established procedures. The Regional Evaluation Officer at the ILO ROAS provides the evaluation function for all ILO projects. The project document states that an independent midterm evaluation will be conducted during the project implementation. This mid-term evaluation is commissioned during the implementation of Phase I and II to provide lessons learned and practical recommendations for the formulation of a possible Phase III. An independent final evaluation will also be realised to assess the achievement of the results and the impact of the programme for the targeted populations after the project has concluded.

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

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

Purpose

A midterm evaluation will be conducted to assess the progress towards the results, identify the main difficulties/constraints that delayed implementation, and formulate lessons learned and practical recommendations to improve the programme implementation for the remainder of the phase and for the following phases. It will examine the efficiency, effectiveness, relevance, potential impact and sustainability of the project. The evaluation report shall reflect findings from this evaluation on the extent to which the project

has achieved its stated objectives, produced the desired outputs, and realized the proposed outcomes. This evaluation will also identify strengths and weaknesses in the project design, strategy, and implementation as well as lessons learned with recommendations.

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

The knowledge generated by the evaluation will be used by ILO ROAS for the remainder phase of this project and for the following phases, as well as in the design of future similar projects on labour intensive works in Lebanon and the region and response to the Syrian refugee crisis and other comparable circumstances. In particular the good practices, lessons learned and recommendations produced will be used to identify new opportunities for ILO engagement, improve the implementation and subsequently enhance the resultant impact of projects.

Scope

The evaluation will cover the project 'Employment Intensive Infrastructure Programme (Phase I and II) in Lebanon' in all its outputs and activities realized so far. The evaluation should focus on all the activities that have been implemented since the start of the projects to the moment of the field visits.

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

The independent mid-term evaluation will take place during March 2018 with 10 days of field visit to Lebanon to collect information from different stakeholders.

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

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

4. EVALUATION CRITERIA AND QUESTIONS

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

- ✓ **Relevance and strategic fit** – the extent to which the objectives are aligned with sub-regional, national and local priorities and needs, the constituents' priorities and needs, and the donor's priorities for the country;
- ✓ **Validity of design** – the extent to which the project design, logic, strategy and elements are/remain valid vis-à-vis problems and needs;
- ✓ **Efficiency** - the productivity of the project implementation process taken as a measure of the extent to which the outputs achieved are derived from an efficient use of financial, material and human resources;
- ✓ **Effectiveness** - the extent to which the project can be said to have contributed to the development objective and the module objectives and more concretely whether the stated outputs have been produced satisfactorily; in addition to building synergies with national initiatives and with other donor-supported projects;
- ✓ **Impact** - positive and negative changes and effects caused by the project at the sub regional and national levels, i.e. the impact with social partners, government entities, beneficiaries, etc.;
- ✓ **Effectiveness of management arrangements**; and
- ✓ **Sustainability** – the extent to which adequate capacity building of social partners has taken place to ensure mechanisms are in place to sustain activities and whether the existing results are likely to be maintained beyond project completion; the extent to which the knowledge developed throughout the project (research papers, progress reports, manuals and other tools) can still be utilised after the end of the project to inform policies and practitioners,

Relevance and strategic fit:

- ❖ How well does the project's approach fit context of the on-going crisis in Lebanon? To what extent does the project fit into national development and humanitarian response plans?
- ❖ How do the project objectives respond to the priorities of the donor (KfW) in Lebanon?
- ❖ Are the project objectives aligned with tripartite constituents' objectives and needs? What measures were taken to ensure alignment? How does the project deal with shortcomings of tripartism characteristic of the region?
- ❖ To what extent are project activities linked to the global commitments of the ILO including the Sustainable Development Goals and the agenda 2030?

- ❖ Are the planned project objectives and outcomes relevant and realistic to the situation and needs on the ground? Were the problems and needs adequately analysed?

Validity of design:

- ❖ Is the project strategy and structure coherent and logical (what are logical correlations between the development objective, module outcomes, and outputs)? Do any changes need to be made to the design of the project?
- ❖ Is the infrastructure project identification and selection process logical, including time frame for (i) project identification (ii) project design including approvals (iii) tender process and (iv) implementation of process?
- ❖ Is the project governance and staffing structure appropriate and how does the ILO-UNDP partnership add value to the project strategy?
- ❖ On the whole, were project assumptions realistic, were targets realistic, and did the project undergo a risk analysis and design readjustment when necessary?
- ❖ Does the project make use of a monitoring and evaluation framework? How appropriate and useful are the indicators in assessing the project's progress? If necessary, how should they be modified to be more useful? Are indicators gender sensitive? Are the means of verification for the indicators appropriate? Are the assumptions for each module objective and output realistic?
- ❖ To what extent were the indicators used effective in measuring an increase in self-reliance and an enhancement of social cohesion and the improved capacities of the involved institutions? To what extent were the indicators used effective in measuring enhancement of capacities of ILO constituents?
- ❖ What was the baseline condition at the beginning of the project? How was it established?
- ❖ Was the strategy for sustainability of impact defined clearly at the design stage of the project? If yes, how? Was the approach taken appropriate to the context?

Effectiveness:

- ❖ What progress has the project made so far towards achieving the development objective and module outcomes? In cases where challenges have been faced, what intermediate results can be reported towards reaching the outcomes?
- ❖ Is Local Resource Based Technology in the Lebanese context and labour content effective (wages for unskilled and semi-skilled labour) for different types of infrastructure?
- ❖ How have stakeholders been involved in project implementation? To what extent has the project management been participatory and has the participation contributed towards achievement of the project objectives?
- ❖ How did outputs and outcomes contribute to ILO's mainstreamed strategies including gender equality, social dialogue, poverty reduction and labour standards?
- ❖ To what extent did synergies with and operation through government entities and local organisations help to ensure the sustainability of the impact of the project?
- ❖ What, if any, alternative strategies would have been more effective in achieving its objectives?
- ❖ What positive or negative unintended outcomes can be identified?

Sustainability:

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

Efficiency:

- ❖ To what extent have project activities been cost-effective? Have resources (funds, human resources, time, expertise, etc.) been allocated strategically to achieve outcomes?
- ❖ To what extent 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?
- ❖ What were the intervention benefits and related costs of integrating gender equality?
- ❖ How could the efficiency of the project be improved?

Effectiveness of management arrangements:

- ❖ What was the division of work tasks within the project team? Has the use of local skills been effective? How does the project governance structure facilitate good results and efficient delivery?

- ❖ How clear is the understanding of roles and responsibilities and division of labour between project staff and government entities?
- ❖ How effective was communication between the project team, the regional office and the responsible technical department at headquarters? Has the project received adequate technical and administrative support/response from the ILO backstopping units?
- ❖ How effectively does the project management monitor project performance and results? Does the project report on progress in a regular and systematic manner, both at regional level, to PROGRAM and the donors? What M&E system has been put in place, and how effective has it been?

Impact orientation:

- ❖ What is the likely contribution of the project initiatives to the stated module objectives of the intervention?
- ❖ To what extent are national partners able and willing to continue with the project? How effectively has the project built national ownership?
- ❖ At this stage, would considering a continuation of the project to consolidate achievements be justifiable? In what way should the next phase differ from the current one?

Challenges, Lessons learned and Specific Recommendations for the formulation of Phase III:

- ❖ What are the challenges identified during the implementation of Phase I and II and how can these be overcome or addressed in Phase III?
- ❖ What good practices can be learned from the project that can be applied to future phases of this project or similar future projects?
- ❖ If it were possible, what could have been implemented differently for greater relevance, sustainability, efficiency, effectiveness and impact?

5. METHODOLOGY

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

1. Desk Review:

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

2. Briefing:

The evaluator will have an initial consultation with the REO, relevant ILO specialists and support staff in ROAS. The objective of the consultation is to reach a common understanding regarding the status of the 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.

3. Individual Interviews and/or Group Interviews:

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

- a) Project staff/consultants that have been active in ILO and UNDP (including Chief Technical Advisor, technical, administrative, and finance staff);
- b) ILO ROAS DWT Director and DWT Specialists, RPU, Employers' and Workers' Organisations;
- c) ILO Headquarters technical departments;
- d) UNDP representatives;
- e) KfW representatives;
- f) Interviews with national counterparts (government/ministries such as MoL and MoSA, municipalities, public institutions, social partners, IPs, etc.);
- g) Interviews with direct and indirect beneficiaries;
- h) Other international agencies working in relevant fields.

4. Debriefing

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

Evaluation Timeframe

Responsible person	Tasks	Number of Working days
Evaluator	Desk review of project documents and phone/skype interviews with key informants in Lebanon	4
Evaluator	Inception report	1
Evaluator with the logistical support of project staff in Lebanon	Evaluation mission to Lebanon (meetings and visit to infrastructure project sites)	5
Evaluator with the logistical support of project staff in Lebanon	Evaluation mission to Lebanon (Stakeholders Workshop and presenting preliminary findings)	2
Evaluator	Drafting report	5
Evaluator	Submission of the report to the evaluation manager	
Evaluation manager	Circulating the draft report to key stakeholders	
Evaluation manager	Send consolidated comments to evaluator	5
Evaluator	Second Draft	3
Evaluation Manager	Review of Second Draft	2
Evaluation Manager	EVAL approval	5
Evaluator	Integration of comments and finalization of the report	1

Total days for the evaluator: 21 Days

Evaluation Management

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

6. MAIN DELIVERABLES

The main outputs of the evaluation consist of the following:

- Deliverable 1: Inception Report
- Deliverable 2: Draft evaluation report
- Deliverable 3: Stakeholder debrief and Powerpoint Presentation (PPP)
- Deliverable 4: Final evaluation report with executive summary (report will be considered final after an additional review by EVAL. Comments will have to be integrated)
- Translation of the final report to Arabic (Project team)

Inception Report

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

- Project background
- Purpose, scope and beneficiaries of the evaluation
- Evaluation criteria and questions
- Methodology and instruments
- Main deliverables
- Management arrangements and work plan

Final Report

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

1. Title page
2. Table of Contents, including List of Appendices, Tables
3. List of Acronyms or Abbreviations
4. Executive Summary with methodology, key findings, conclusions and recommendations
5. Background and Project Description
6. Purpose of Evaluation

7. Evaluation Methodology and Evaluation Questions
8. Status of objectives
9. Clearly identified findings
10. A table presenting the key results (i.e. figures and qualitative results) achieved per objective (expected and unexpected)
11. Clearly identified conclusions and recommendations (identifying which stakeholders are responsible, priority of recommendations, and timeframe)
12. Lessons Learned
13. Potential good practices
14. Annexes (list of interviews, TORs, lessons learned and best practices templates, list of documents consulted, etc.)

The quality of the report will be assessed against the EVAL Checklists 4, 5, and 6.

The deliverables will be submitted in the English language, and structured according to the templates provided by the ILO.

7. MANAGEMENT ARRANGEMENTS AND WORKPLAN

REQUIREMENTS

The evaluator should have:

- An advanced degree in social sciences;
- Proven expertise on evaluation methods, labour markets, conflict issues and the ILO approach;
- Extensive experience in the evaluation of development interventions;
- Expertise in the Labour intensive modality, job creation projects, capacity building and skills development and other relevant subject matter;
- An understanding of the ILO's tripartite culture;
- Knowledge of Lebanon and the regional context;
- Full command of the English language (spoken and written) will be required. Command of the national language would be an advantage.

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

ROLES AND RESPONSIBILITIES

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

- Review the ToR and provide input, propose any refinements to assessment questions, as necessary;
- Review project background materials (e.g., project document, progress reports, etc.);
- Prepare an inception report;
- Develop and implement the evaluation methodology (i.e., conduct interviews, review documents, etc.) to answer the evaluation questions;
- Conduct preparatory consultations with the ILO REO prior to the evaluation mission;
- Conduct field research, interviews, as appropriate, and collect information according to the suggested format;
- Present preliminary findings to the constituents;
- Prepare an initial draft of the evaluation report with input from ILO specialists and constituents/stakeholders;
- Conduct a briefing on the findings, conclusions and recommendation of the evaluation to ILO ROAS;
- Prepare the final report based on the ILO, donor and constituents' feedback obtained on the draft report.

The ILO Evaluation Manager is responsible for:

- Drafting the ToR;
- Finalizing the ToR with input from colleagues;
- Preparing a short list of candidates for submission to the Regional Evaluation Officer, ILO/ROAS and EVAL for final selection;
- Hiring the consultant;
- Providing the consultant with the project background materials;
- Participating in preparatory consultations (briefing) prior to the assessment mission;

- Assisting in the implementation of the evaluation methodology, as appropriate (i.e., participate in meetings, review documents);
- Reviewing the initial draft report, circulating it for comments and providing consolidated feedback to the External Evaluators (for the inception report and the final report);
- Reviewing the final draft of the report;
- Disseminating the final report to all the stakeholders;
- Coordinating follow-up as necessary.

The ILO REO³⁷:

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

The Project Coordinator is responsible for:

- Reviewing the draft TOR and providing input, as necessary;
- Providing project background materials, including studies, analytical papers, progress reports, tools, publications produced, and any relevant background notes;
- Providing a list of stakeholders;
- Reviewing and providing comments on the inception report;
- Participating in the preparatory briefing prior to the evaluation missions;
- Scheduling all meetings and interviews for the missions;
- Ensuring necessary logistical arrangements for the missions;
- Reviewing and providing comments on the initial draft report;
- Participating in the debriefing on the findings, conclusions, and recommendations;
- Providing translation for any required documents: TOR, PPP, final report, etc.;
- Making sure appropriate follow-up action is taken

³⁷ The REO is also the Evaluation Manager.

Annex 2: EIIP Evaluation Areas of Enquiry

Evaluation Criteria	Primary Questions	Secondary Question
Relevance and Strategic Fit	How well does the project's approach fit context of the on-going crisis in Lebanon. Were the problems and needs adequately analysed?	<p>To what extent does the project fit into national development and humanitarian response plans? How do the project objectives respond to the priorities of the donor (KfW) in Lebanon?</p> <p>Are the project objectives aligned with tripartite constituents' objectives and needs? What measures were taken to ensure alignment? How does the project deal with shortcomings of tripartism characteristic of the region?</p> <p>To what extent were the project objectives and activities relevant to women's needs?</p> <p>To what extent are project activities linked to the global commitments of the ILO including the Sustainable Development Goals and the agenda 2030?</p>
Validity of the Design	Is the project strategy and structure coherent and logical (what are logical correlations between the development objective, module outcomes, and outputs)? Do any changes need to be made to the design of the project?	<p>Does the project make use of a monitoring and evaluation framework? How appropriate and useful are the indicators in assessing the project's progress? If necessary, how should they be modified to be more useful? Are the indicators gender sensitive? Are the means of verification for the indicators appropriate? Are the assumptions for each module objective and output realistic?</p> <p>To what extent were the indicators used effective in measuring an increase in self-reliance, an enhancement of social cohesion among beneficiaries and the improved capacities of the involved institutions? To what extent were the indicators used effective in measuring enhancement of capacities of ILO constituents?</p> <p>Were the indicators measured against a baseline? If so was the baseline appropriate? Did the project undergo a risk analysis? Was it appropriate and were design readjustments made in response to the risk analysis as required?</p> <p>Is the infrastructure project identification and selection process logical, including time frame for (i) project identification (ii) project design including approvals (iii) tender process and (iv) implementation of process?</p> <p>Is the project governance and staffing structure appropriate and how does the ILO-UNDP partnership add value to the project strategy?</p> <p>How were women involved in the project design and implementation? How can the project design take into consideration intervention tailored to women in future phases?</p> <p>Was the strategy for sustainability of impact defined clearly at the design stage of the project? If yes, how? Was this strategy appropriate in the context?</p>
Effectiveness	<p>What progress has the project made so far towards achieving the development objective and module outcomes?</p> <p>How have stakeholders been involved in project implementation? To what extent are women involved in project implementation?</p>	<p>In cases where challenges have been faced, what intermediate results can be reported towards reaching the outcomes?</p> <p>How did outputs and outcomes contribute to ILO's mainstreamed strategies including gender equality, social dialogue, poverty reduction and labour standards?</p> <p>How effective were synergies with and operation through government entities and local organisations (special focus on MoL and MoSA)? Did the program help to build capacity of and ownership by these entities?</p>

		<p>Has the Local Resource Based Technology (LRBT) proved effective in the Lebanese context?</p> <p>Has the LRBT approach proved effective for different types of infrastructure? Has the breakdown of the application of different types of labour (unskilled, semi-skilled) worked well?</p>
Impact	<p>How effective were synergies with and operation through government entities and local organisations? Did the program help to build capacity of and ownership by these entities?</p> <p>Were synergies built with other development partners? Towards what end?</p>	<p>What, if any, alternative strategies would have been more effective in achieving its objectives?</p> <p>What positive or negative unintended outcomes can be identified?</p>
Efficiency	<p>To what extent have project activities been cost-effective? Have resources (funds, human resources, time, expertise, etc.) been allocated strategically to achieve outcomes?</p>	<p>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?</p> <p>What were the intervention benefits and related costs of integrating gender equality? How could the efficiency of the project be improved?</p>
Sustainability	<p>Are the results achieved by the project so far likely to be sustainable?</p>	<p>What measures have been considered to ensure that the key components of the project are sustainable beyond the life of the project? Is there any potential for scale up of the program?</p> <p>To what extent are national partners able and willing to continue with the project?</p>
Management Arrangements	<p>How effective have the management arrangements on the project been to date?</p> <p>How effective was the UNDP/ILO cooperation? What were the strengths and weaknesses of the cooperation? What are the opportunities and challenges? What are the lessons learned on what cooperation should ideally look like?</p>	<p>What was the division of work tasks within the project team? How does the project governance structure facilitate good results and efficient delivery?</p> <p>How clear is the understanding of roles and responsibilities and division of labour between project staff and government entities?</p> <p>How effective was communication between the project team, the regional office and headquarters? Has the project received adequate technical and administrative support/response from the ILO backstopping units?</p> <p>How effectively does the project management monitor project performance and results? Does the project report on progress in a regular and systematic manner in line with the M&E framework, both at regional level, to PROGRAM and the donors?</p>
Challenges, Lessons Learned and Recommendations	<p>What are the challenges identified during the implementation of Phase I and II and how can these be overcome or addressed in Phase III?</p>	<p>If it were possible, what could have been implemented differently for greater relevance, sustainability, efficiency, effectiveness and impact?</p> <p>At this stage, would considering a continuation of the project to consolidate achievements be justifiable? In what way should the next phase differ from the current one?</p> <p>What good practices can be learned from the project that can be applied to future phases of this project or similar future projects? What could be learned from a UNDP/ILO cooperation and how could that be improved for the next phase?</p>

Annex 3: List of Interviews

ILO Lebanon EIIP Field Schedule					
Date	Time	INFORMANT NAME	INFORMANT POSITION	Organisation	Comments
Tuesday 3 April	9:30	Nathalie Bavitch	Regional M&E Officer	ILO ROAS Management, Programme, DWT Specialists and Projects CTAs	Confirmed
	10:00	Tomas Stenstrom	EIIP Chief Technical Advisor	ILO EIIP	Confirmed
	11:00	Christopher Choueiry	National Officer – Communications , Monitoring and Evaluation Officer	ILO EIIP	Confirmed
	12:30	Toni Ayrouth	National officer – Decent Work Advisor	ILO EIIP	Confirmed
	2:00	Joumana Karame	National Programme Officer	ILO ROAS Management, Programme, DWT Specialists and Projects CTAs	Confirmed
	3:00	Lars Johansen	Chief, Regional Programming Services	ILO ROAS Management, Programme, DWT Specialists and Projects CTAs	Confirmed
Wednesday, 4 April	9:30	Pierre Abou Assi	Minister	Ministry of Social Affairs	Confirmed
		Peter Farah	EIIP Advisor (MOSA)	ILO	
		Zahi el Haiby	Special Advisor to the Minister	Ministry of Social Affairs	
	11:00	Maurice Hadid	National Officer – Civil Engineer	ILO EIIP	Confirmed
		Eav Kong	Labour-based Training Expert	ILO EIIP	
		Tareq Jaber	National Officer – Agriculture Engineer	ILO EIIP	
12:30	Fadi Hachem	National Officer – Finance and Procurement Officer & Administrative and Finance Assistant	ILO EIIP	Confirmed	

	3:00	Anser Qureshi	Chief Regional Administration Services	ILO ROAS Management, Programme, DWT Specialists and Projects CTAs	Confirmed
	4:00	Tom Thorogood	CTA SRP	UNDP	Confirmed
Thursday, 5 April	10:00	Mohamad Kabbara	Minister	Ministry of Labour	Confirmed
		Chawkat Houalla	Decent Work Advisor MoL	ILO	Confirmed
		Rabih Kabbara	Special Advisor to the Minister	Ministry of Labour	Confirmed
	3:00	Chris Donnges	Cooordinator EIIP, Geneva	ILO ROAS Management, Programme, DWT Specialists and Projects CTAs	Confirmed
	3:00	Rania Bikhazi	Technical Specialist	ILO ROAS Management, Programme, DWT Specialists and Projects CTAs	Confirmed
	3:30	Ruba Jaradat	ILO/ROAS Regional Director (tentatively on 6 April)	ILO ROAS Management, Programme, DWT Specialists and Projects CTAs	Confirmed
	3:30	Mustapha Said	Technical Specialist	ILO ROAS Management, Programme, DWT Specialists and Projects CTAs	Confirmed
Friday 6 April	10:00	Tariq Haq	Senior Employment Policy Specialist	ILO ROAS Management, Programme, DWT Specialists and Projects CTAs	Confirmed
	10:30	Ghida Hamieh, Hani Baltagi, Karim Jaroudi, Mira Sayah	SSOs	ILO Social Safeguard Officers	Confirmed
Tuesday 10 April	TBD	Mari Schlanbusch	Junior Acting Gender Specialist (with Frances or skype)	ILO ROAS Management, Programme, DWT Specialists and Projects CTAs	Not Confirmed
	9:00	Simon Hill	CTA Vocational Training Projects	ILO ROAS Management, Programme, DWT Specialists and Projects CTAs	Confirmed
	11:30	Andreas Lenhert	Procurement Specialist	UNDP	Confirmed
		Marina LoGiudice	CTA LHSP	UNDP	

		Ahmad Serhal	Senior Engineer	UNDP	
	2:00	Shaza Al Ghaleb Jundi	Programme Analyst	ILO	Confirmed
	3:00	Ursula Kulke	Senior Regional Social Security Specialist	ILO	Not Confirmed
	4:00	Vanessa Eidt	Project Manager (Frankfurt)	KfW	Confirmed
Wednesday, 11 April	10:00	Walid Metri	Mayor Tal Abbas	Municipalities	Cancelled
	11:00	Mohamad Nachabe	Technical Manager, N.E.C	Contractors, ongoing contracts	Confirmed
	1:00	TBD	CCI Tripoli, DG Office	Chamber of Commerce	Confirmed
	2:00	Afraa Shalak	General Manager, Mohammad Khaled Eid EST	Contractors, ongoing contracts	Confirmed
Thursday, 12 April	10:00	Bachir Farhat	Mayor Hammana	Municipalities	Confirmed
	3:00	Mira Morad	Transport Division	World Bank	Confirmed
	TBD	Frank Hagemann	Deputy Regional Director	ILO ROAS Management, Programme, DWT Specialists and Projects CTAs	Not Confirmed
	10:00	Omar Chbaro	Shareholder, A.R.C.C	Contractors, ongoing contracts	Confirmed
	11:00	FGD Male	A.R.C.C.	Contractor Staff	Confirmed
	11:45	FGD Female	A.R.C.C.	Contractor Staff	Confirmed
	Debrief				

Annex 4: EIPP Lessons learned and Best Practices

Project Title: Employment Intensive Infrastructure Program in Lebanon
 Project TC/SYMBOL: LEB/16/03/DEU
 Name of Evaluator: Ty Morrissey – Morrissey Consulting International
 Date: 29 May 2018
 Key Lesson 1: Performance and efficiency would have been better if there had been a preparatory or inception phase during which time project selection could take place before the full complement of staff was brought on board

LL Element	Text
Brief description of lesson learned (link to specific action or task)	The lesson is a retrospective look back at the entire implementation period and is a timely reminder for any ILO/UNDP designed project that a scale- up inception period is useful model to apply. Often expectations are high at the commencement of programs to commence implementation immediately. However, there is scope to take a staged approach to implementation to allow project teams, stakeholders and government partners to address any immediate issues and confirm strategic direction and overall objectives.
Context and any related preconditions	No real context or conditions but really is just about good design practices underpinned by common sense and logical processes. Essentially need to buy-in of donors and lead agencies to agree on the need for an inception period.
Targeted users / Beneficiaries	This finding applies to all stakeholders involved in the funding, implementation and management of programs
Challenges /negative lessons - Causal factors	There are no real negatives to taking a slower and staged approach to implementation. The only immediate concern is around timeframes however through careful planning, the time can be made up quite quickly.
Success / Positive Issues - Causal factors	Provides an opportunity to minimise wastage and terms of time and resources through hurried or misguided decisions which can take considerable time and resources to address
ILO Administrative Issues (staff, resources, design, implementation)	Importance of building in inception phases/periods into all future ILO designs.

Project Title: Employment Intensive Infrastructure Program in Lebanon
 Project TC/SYMBOL: LEB/16/03/DEU
 Name of Evaluator: Ty Morrissey – Morrissey Consulting International
 Date: 29 May 2018
 Key Lesson 2: It will enable more infrastructure to be built and improve overall perceptions and standing of infrastructure projects with the GoL, if LRBT is only be applied where it is cost effectively comparable to machine based alternative

LL Element	Text
Brief description of lesson learned (link to specific action or task)	There is a strong focus through the ILO of promoting labour-based approaches as a key methodology for community based infrastructure programs. This is something to support and actively promote. However there needs to be acknowledgement of contextual realities and political influences when making decisions around labour based approaches.
Context and any related preconditions	Labour based approaches do work well where incomes and minimum wages are quite low. In areas where wages are generally higher it is difficult to attract workers for minimum wages and the same applies for education work pools. Another contextual factor is the GoL is keen to focus on large scale, high-impact infrastructure which tends to lean towards skilled workers.
Targeted users / Beneficiaries	The main focus here is on contractors and associated workers. There are also implications for government departments (particularly municipalities) who may prefer to have more constituents in employment.

Challenges /negative lessons - Causal factors	The main change will be striking a balance and finding an optimal modality which actively promotes labour but is flexible and open enough to consider other approaches.
Success / Positive Issues - Causal factors	The main benefit is that by conducting research and evaluations into various modalities (cost effectiveness) there is scope to define possible approaches based on certain conditions. The benefit here is that decisions can be based on evidence base rather than just because a modality may be popular or perceived as the most efficient option.
ILO Administrative Issues (staff, resources, design, implementation)	ILO to consider alternative options and look to promote labour based approaches that are inclusive and respond to preferred options and models in existence with government systems and structures.

Project Title: Employment Intensive Infrastructure Program in Lebanon

Project TC/SYMBOL: LEB/16/03/DEU

Name of Evaluator: Ty Morrissey – Morrissey Consulting International

Date: 29 May 2018

Key Lesson 3: The assumption that UN agencies are aligned and can work together due to shared understanding, approaches and experience needs to be reviewed and assessed on a case by case basis.

LL Element	Text
Brief description of lesson learned (link to specific action or task)	All UN agencies have their own culture and organisational systems and processes. The proposal to have the ILO and UNDP work together through this program was sound in theory but probably required more detailed analysis as to approaches to labour based work, the “value-add” that each organisation brings and the on-going roles and responsibilities that each team member would bring and add.
Context and any related preconditions	The relationship would have been more productive with broader engagement at the outset. However, it is recognised that the ILO is the lead agency with the UNDP as an implementing partner. This structure needs to be reinforced and everyone’s role and responsibility aligned around it. It is not an equal partnership and nor has it intended to be so.
Targeted users / Beneficiaries	Both the ILO and the UNDP are the main target groups and would benefit (as per the evaluation) to sit and document clear roles and responsibilities and then to get on with the work and apply the agreed systems and processes/
Challenges /negative lessons - Causal factors	Possibility that the relationship could deteriorate but this is unlikely if both organisations remains focused on their work and agree to share information and adhere to agreed structures.
Success / Positive Issues - Causal factors	There is scope for the combination of technical resources and knowledge that could be harnessed and shared with respective government counterparts. Governments, workers and contractors benefit from a harmonised and integrated approach to support.
ILO Administrative Issues (staff, resources, design, implementation)	ILO and UNDP to finalise roles and responsibilities and agree on a course of action.

Project Title: Employment Intensive Infrastructure Program in Lebanon

Project TC/SYMBOL: LEB/16/03/DEU

Name of Evaluator: Ty Morrissey – Morrissey Consulting International

Date: 29 May 2018

Key Lesson 4: In establishing a staffing structure for supervising infrastructure construction, it is important that ILO achieves a correct balance between promoting and supervising decent work and supervising technical engineering quality.

LL Element	Text
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Brief description of lesson learned (link to specific action or task)	The EIIP has introduced the concept of social safeguards and the promotion of women and occupational health and safety. This has been a very positive step and one that should be replicated elsewhere. However, with the increased prominence and visibility of social safeguards work, there is a need to strike a balance between the production of technical outputs and the supervision of works from a social perspective. There is a need to clarify roles and responsibilities and ensure that each individual has a clear line of responsibility and work is structured in a way to ensure minimal delays.
Context and any related preconditions	The context is that there are expectations for heightened safety and active engagement of specific work groups. Communication is key in this instance to mitigate potential tensions that may emerge over final decision making and ultimate levels of authority.
Targeted users / Beneficiaries	The responsibility for this lesson is primarily targeted at the ILO who have promoted the SSO concept as a part of the EIIP approach. SOO's and technical engineers are the direct targets, however there is a growing reliance upon contractors as well to be fully informed and engaged. Importantly, workers also need to be targeted as well to ensure they fully understand and appreciate their rights under the contracts and associated safeguard provisions.
Challenges /negative lessons - Causal factors	The potential negative is the con-going delays in works as potential safeguard issues are resolved. It is necessary to invest time at the commencement of project works and ensure all stakeholders are aware of the safeguards and their respective obligations
Success / Positive Issues - Causal factors	The overwhelming success factor is the introduction of a social element to all infrastructure and construction activities. This provides a useful model moving forward and demonstrates a commitment to engage with women and other marginalised groups who may not traditionally be involved in such works.
ILO Administrative Issues (staff, resources, design, implementation)	This ultimately becomes the responsibility for all ILO staff as efforts to mainstream social safeguards should apply to all relevant programs. For the EIIP the main responsibility is the EIIP team. Efforts should be made to document key lessons learned so results feed into future evaluations and project designs.

Project Title: Employment Intensive Infrastructure Program in Lebanon

Project TC/SYMBOL: LEB/16/03/DEU

Name of Evaluator: Ty Morrissey – Morrissey Consulting International

Date: 29 May 2018

Key Lesson 5: Cost calculations can be affected by a range of factors during implementation and need to be continually revisited.

LL Element	Text
Brief description of lesson learned (link to specific action or task)	A significant risk in all infrastructure projects is that of cost and maintaining control of inflationary elements and cost of raw materials. Given tight budgets and greater expectations from donors for more accountability, there is a need to regularly review budgets and associated costs and assumptions that have been made. This applies at all levels of the program from the head contract down to individual contractor budgets for various scopes of work.
Context and any related preconditions	The management of costs and budgets should be at the forefront of program planning and design. Previous experience and knowledge needs to be applied as well as current and local knowledge from prospective project sites. Confirmation of budgets from donors also needs to be made early to that adequate planning can occur
Targeted users / Beneficiaries	Targeted users at the EIIP team and contractors. These groups are the main users of cost and financial information and need to be across respective programs and associated contracts
Challenges /negative lessons – Causal factors	The main challenge a continued deterioration of the macro-economic environment which places external pressure and influence on internal budgets through inflations, currency movements and the like.

Success / Positive Issues - Causal factors	The positive outcome is a recommitment to sound and prudent financial planning and management
ILO Administrative Issues (staff, resources, design, implementation)	All EIIP staff should be cognisant of the budget and in managing respective work components. Contractors also require support to help with budget preparation and planning.

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Project TC/SYMBOL: LEB/16/03/DEU

Name of Evaluator: Ty Morrissey – Morrissey Consulting International

Date: 29 May 2018

Key Lesson 6: The application of task based contracting, whereby workers could complete tasks which were set for a day was good for motivating workers. Contractors should be able to use machines if they go over budget

Brief description of lesson learned (link to specific action or task)	<p>Traditional forms of contracting and employment has focused on a strict definition of 40—day continuous employment. Whilst a clear definition of what constitutes an employment contract is good however there is a need for flexibility given that not all works require a continuous 40-day input. As part of EIIP some contractors are moving to a task-based and task-orientated work program which promotes flexibility and also an element of peer pressure. The approach also allows workers to obtain additional employment which increases skill, capacity and confidence.</p> <p>The other element is the need to balance a mix of labour based approaches and the use of machinery and equipment. Whist he purpose of the program is to increase employment, there is also scope to allow flexible approaches so as to increase productivity and maintain motivation</p>
Context and any related preconditions	<p>The task base approach is a trial but the indicative evidence is that it does increase morale and motivation amongst workers. There is also an assumption that contractors are also able to manage the process and maintain adequate records to track actual time worked. Another contextual factor is the element of peer pressure as some tasks are dependent upon the input of others. Therefore, if one components are delayed there are ripple effects for other work inputs.</p> <p>Contractors are also used to using equipment so it may be in their best interests to use accordingly and apply labour to support the overall approach.</p>
Targeted users / Beneficiaries	The main beneficiary are the workers who have greater flexibility and opportunity to undertake a range of work. IN the short-term it is hoped that contractors also benefit from a more motivated an engaged workforce. Longer-term and following some comparative studies it is expected that the approach has financial benefits for the EIIP program and ultimately the donor. It is certainly a model that can be replicated to other programs in the region going forward.
Challenges /negative lessons - Causal factors	The main challenge is maintaining the management of all worker tasks. Also the other challenge is striking a balance in the mix between the use of labour approaches and that of machines. This needs to be continually reviewed and discussed so that maximum returns are achieved and maintained.
Success / Positive Issues - Causal factors	The overwhelming positive factor is if a functioning model is found which maximises the benefits of both labour and machinery. This will need to be considered in the context of individual activities but if supported through a comparative study, the evidence base will be there to inform better decision-making.
ILO Administrative Issues (staff, resources, design, implementation)	The EIIP should consider building in a comparative study into the proposed next phase of implementation.

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Name of Evaluator: Ty Morrissey – Morrissey Consulting International

Date: 29 May 2018

Key Lesson 7: The focus on decent work conditions and security helped to secure participation of women and Lebanese. The interest of Lebanese to participate in the EIIP depends on the socio-economic demographics of the local population.

LL Element	Text
Brief description of lesson learned (link to specific action or task)	<p>As indicated in the section on social safeguards, this lesson indicates that as a result of social safeguards women have been able to actively participate and feel more secure to do so hence appropriate steps are taken to facilitate their involvement.</p> <p>The other lesson responds to the target to have a 50-50 split between Lebanese host communities and Syrian refugees. However, the evidence suggests that the socio-demographics of host communities is a strong determinant in their ability and willingness to participate. Therefore, the actual achievement of the target may fall short nationally there are pockets of communities (primarily in the north) who are willing to participate and often have a number of jobs (see task based approach)</p>
Context and any related preconditions	<p>The context is that women are unlikely to participate (or be allowed to participate) unless there are certain provisions and facilities provided for them. The move by EIIP to support this has been a key success factor and provides a framework moving forward. The main pre-condition is the have well trained and aware contractors who acknowledge the importance of social safeguards and close monitoring by the SSO's</p>
Targeted users / Beneficiaries	<p>Main targets are women with regards to social safeguards and host communities also require better targeting and also determines to locations of some proposed activities, particularly if there is a focus to maintain the 50-50 target.</p>
Challenges /negative lessons - Causal factors	<p>If safeguards are not effectively applied, women will feel vulnerable to attend and participate. Safeguards need to be maintained and upheld and regularly monitored and supervised. Any failings in the process will have implications going forward for women's involvement.</p>
Success / Positive Issues - Causal factors	<p>The success is two-fold, first that safeguards have been developed and secondly these are being applied a central feature of the EIIP program.</p>
ILO Administrative Issues (staff, resources, design, implementation)	<p>EIIP staff and contracts all to receive training and support in safeguards implementation and management. Also needs to be socialised within the Ministry as part of a broader institutional agenda.</p>

Annex 5: EIIP Good Practices

Project Title: Employment Intensive Infrastructure Program in Lebanon

Project TC/SYMBOL: LEB/16/03/DEU

Name of Evaluator: Ty Morrissey – Morrissey Consulting International

Date: 29 May 2018

Good Practice 1: Application of social safeguards to infrastructure works and regular monitoring, follow-up and enforcement

LL Element	Text
Brief summary of the good practice (link to project goal or specific deliverable, background, purpose, etc.)	The application of social safeguards to infrastructure works is a relatively recent practice and aligns to the “do no harm” principals. The application of safeguards protects both men and women in works but the structuring of the approach in the Lebanese context provides opportunities for women to actively participate in works that they might have traditionally been excluded from. Importantly the application of safeguards provides opportunity to reduce risks associated with health and safety and minimise injury or potentially death,
Relevant conditions and Context: limitations or advice in terms of applicability and replicability	Globally, social safeguards have become common place but in this instance the EIIP project has an opportunity to support the Government of Lebanon (GoL) institutionalise social safeguards as a component of the Standard Operating Procedures (SoP’s).
Indicate measurable impact and targeted beneficiaries	The main impact is for both men and women working on sites. The measurable impact is in the reduced number of health and safety incidents and also potentially compliance by contractors with safeguards guidelines and policies.
Potential for replication and by whom	The current work with the MoSA is a key area of institutionalisation and replication. Potential for adoption by the Ministry into all infrastructure related projects. The other area for replication is by contractors working through the EIIP who will continue to apply safeguards for other works as a result of the exposure and support they have received.
Upward links to higher ILO Goals (DWCPs, Country Programme Outcomes or ILO’s Strategic Programme Framework)	The application of safeguards is linked to the Decent Work Agenda and is a core component of the EIIP methodology.
Other documents or relevant comments	DWCP Strategy

Project Title: Employment Intensive Infrastructure Program in Lebanon

Project TC/SYMBOL: LEB/16/03/DEU

Name of Evaluator: Ty Morrissey – Morrissey Consulting International

Date: 29 May 2018

Good Practice 2: Introduction of task based employment for workers to meet the 40-day employment contract.

LL Element	Text
Brief summary of the good practice (link to project goal or specific deliverable, background, purpose, etc.)	For EIIP, the definition provided by BMZ and KfW is for a worker to be counted they must complete a 40-day employment contract. The original definition was for continuous employment however this has been relaxed somewhat and staged over a period of time. An important element of this staged approach is the introduction of a task based approach to work. Workers are assigned tasks and can determine the amount of time they invest to complete tasks.
Relevant conditions and Context: limitations or advice in terms of applicability and replicability	The task based approach is currently being trialled on selected contracts and the indications are that the approach is having a positive influence on completion rates and overall worker morale. The application of tasks also places some “peer pressure” as some tasks cannot commence until other tasks are completed.

Indicate measurable impact and targeted beneficiaries	The target beneficiaries are workers and contractors. The impacts are more efficient operations which include time for contracts to be completed, costs savings and perception surveys of both workers and contractors.
Potential for replication and by whom	The application of tasks based approaches is replicable across the entire program. Other projects around the world are applying similar contracts including performance based contracts. However, for the purposes of EIIP, task based approaches are simple to implement and provide significant improvements to worker morale and input.
Upward links to higher ILO Goals (DWCPs, Country Programme Outcomes or ILO's Strategic Programme Framework)	The application of tasks based approaches when combined with safeguards and other forms of support align to the DWCP and form an important component of the holistic approach to work. A suggestion to include task based contracting as part of a formal methodology for trialling on all future EIIP projects.
Other documents or relevant comments	Not applicable at this stage

Project Title: Employment Intensive Infrastructure Program in Lebanon

Project TC/SYMBOL: LEB/16/03/DEU

Name of Evaluator: Ty Morrissey – Morrissey Consulting International

Date: 29 May 2018

Good Practice 1: Institutionalisation of support is just as important as delivering physical outputs.

LL Element	Text
Brief summary of the good practice (link to project goal or specific deliverable, background, purpose, etc.)	The trap for many infrastructure projects is to just focus on delivering physical assets and then move on. International evidence suggests the need to support both physical works and the institutionalisation of work at the same time. In other words, to have effective physical assets, governments need to invest corresponding amount in adopting new technologies, approaches and strengthen capacity around improved systems. The EIIP is addressing this through targeted assistance to support institutional development and promote greater awareness of labour based technologies.
Relevant conditions and Context: limitations or advice in terms of applicability and replicability	Obviously there needs to be an appetite for change within institutions to accept change. Also care needs to be taken to carefully consider the political context and associated uncertainties around alliances. The ILO needs to protect reputation and ensure impartiality. However, the inclusion of advisers is a critically important move as it enables the ILO to raise profile and have some level of influence to push key aspects of the decent work agenda. It also provides entry points into respective Ministries for other ILO specialists to engage and support Ministerial functions (i.e. employment policies, regulations and technical advice)
Indicate measurable impact and targeted beneficiaries	The ultimate beneficiary is the ILO who can establish a strategic presence within Ministries and to support work both on the ground and within the machinery of government. The major impact will be the ILO's ability to contribute and support policy and other operational functions
Potential for replication and by whom	The current focus on MoL and MoSA also provides an opportunity to work within other technical ministries such as the Ministry for Public Works (MoPW) and Ministry of Energy and Water (MoEW).
Upward links to higher ILO Goals (DWCPs, Country Programme Outcomes or ILO's Strategic Programme Framework)	The work within Ministries has significant implications for all aspects of the ILO's goals, strategies and operations overall. Care needs to be taken to address any political conflicts of interest and advisers need to have clear guidance, terms of reference and associated workplans to ensure their work is aligned to the strategic objectives of the ILO and not the Ministry.
Other documents or relevant comments	Not applicable at this stage

Project Title: Employment Intensive Infrastructure Program in Lebanon

Project TC/SYMBOL: LEB/16/03/DEU

Name of Evaluator: Ty Morrissey – Morrissey Consulting International

Date: 29 May 2018

Good Practice 1: Use of advisers embedded within Ministries to support and advise Ministerial teams

LL Element	Text
Brief summary of the good practice (link to project goal or specific deliverable, background, purpose, etc.)	As indicated above, the inclusion of advisers within Ministries to support work and operations as well as advise on ILO approaches is a good example of best practice. The engagement of advisers provides “a face” to the organisation and provides demonstrable and practical support. Often agencies tend to sit externally to government ministries to maintain independence. However often Ministries are looking for direct practical guidance and support within existing structures
Relevant conditions and Context: limitations or advice in terms of applicability and replicability	For the ILO in Lebanon looking to establish a more visible and longer-term presence the inclusion of advisers is relevant and appropriate. The limitations and risks are that the advisers need up becoming part of the government apparatus rather than retaining some level of independence. As the ILO increases its presence there is scope to consider other advisers in other technical ministries. IN addition, there is an opportunity to engage the ILO’s technical specialists to provide direct and tangible support on the back of program-based advisers.
Indicate measurable impact and targeted beneficiaries	The measures of impact are quiet intangible in terms of policy and strategy advice, however if coupled with direct and tangible outputs that are being produced through the EIIP program then there is opportunity effectively measure progress and influence
Potential for replication and by whom	There is definite scope to increase the range of support and replicate the approach. However, this needs to be carefully considered and resourced. The report recommendations the use of adviser sin strategic settings within strategic Ministries. The ILO needs to ensure that any adviser embedded within a Ministry has (i) a very clear Terms of Reference; (ii) a detailed workplan that is linked to specific deliverables; and (iii) regular reporting against both the ToR and workplan
Upward links to higher ILO Goals (DWCPs, Country Programme Outcomes or ILO’s Strategic Programme Framework)	The model has definitive linkages to country strategies and performance framework. There is also opportunity to promote the objectives of relevant policies and strategies (namely the DWCP).
Other documents or relevant comments	None at this stage.