



Evaluation Summary



International
Labour
Office

Evaluation Unit

Conflict prevention and peace building in North Lebanon Final Joint Evaluation

Quick Facts

Countries: *Lebanon*

Final: *September 2012*

Mode of Evaluation: *Independent Joint*

Technical Area: *ILO/CRISIS, economic reconstruction*

Evaluation Management: *UNMDG Team and Carlos Carravilla, Nasser Yassin*

ILO Project Code: *LEB/09/50/UND*

Donor: *MDG Fund USD 5,000,000*

UNDP: 2,553,984 ILO: 876,539

UNRWA: 256,867 UNESCO: 154,429

UNFPA: 473,361 UNICEF: 684,820

Keywords: *Armed conflict, peace building,*

Taken from the Executive Summary of the MDG Joint Evaluation Report

1. This is an individual and final evaluation of the joint programme (JP) entitled 'Conflict Prevention and Peace Building in North Lebanon' (MDG-F 1976). The Joint Programme (JP) had a main objective of mitigating the risk of relapse into violent conflict through promotion of socioeconomic development and peace building in conflict prone communities in North Lebanon.

2. The evaluation was carried out following a qualitative design. It has promoted a learning process essentially participatory and inclusive, giving voice to different population groups and institutions involved in the programme.

3. The JP has been the first joint experience for most partners and as such, it has been both a management challenge and an opportunity for institutions with different mandates and visions to discover new ways of working.

4. Conflict Prevention and Peace Building (CPPB) is a multifaceted issue that would require multi-sectoral interventions. A joint programme, thus, seems to be a wise option where agencies contribute each in its own expertise and mandate. While the logic of joint programming stands, there appear some complexities of such initiative. Chiefly, working in a joint manner is very demanding for the partners in terms of the efforts that have to be invested in coordinating with other partners (i.e. the transaction costs), especially when the number of agencies and/or national partners is high as in the case of the JP under study. Furthermore, the joint work appears to be minimal among agencies working within the JP with some reported cases of duplication. Although the coordination role of Resident Coordinator's Office (RCO) helped in moving in the direction of *Delivering as One*, agencies by and large continued to do their business as usual in terms of the nature and modality of implementing the activities within context of the JP albeit under a 'lite' mechanism of coordination and joint reporting.

5. While the implementation of number of commendable activities at the local level has positively contributed to building capacities of local partners, and in lessening tension and re-normalizing social relations between 'war'

affected communities, especially the Lebanese and Palestinians post Nahr el Bared Camp (NBC), it is remarkable the low profile of the program in terms of upstream actions and objectives related to the development of public policies and legal frameworks regarding CPPB. This is especially the case when CPPB is an area where joint programs, by involving multiple agencies and institutions, could have played a great transformative capacity. Two remarkable cases are worth mentioning, however, and include the support to the Lebanese Palestinian Dialogue Committee (LPDC), which has been engaged in preparations needed for legislative changes and awareness raising related to situation of Palestinian refugees in Lebanon, and the United Nations Children's Fund (UNICEF) scaling-up the experience of citizenships education in schools in Tripoli to be incorporated in the National Education Civic Programme.

6. Some of the pitfalls that appeared in the early stage of implementation and in some instances sustained during the course of the JP were primarily related to a spur-of-the-moment design. The context, when the JP was designed, was mostly of fractured relations between Lebanese and Palestinian communities in the North in 2007 and a context of limited presence of political institutions that were paralyzed in 2007 and 2008. However, the limited participatory nature of the design, where no real participatory assessments were conducted and in particular with prospective beneficiaries, as well as the thin evidence utilized and lack of reliable data, have affected the implementation and later impact of the JP. The lack of participation during the design was remedied to some extent during the design of activities, when several participatory processes were undertaken. Finally, though the context and the design have certainly been sources of difficulties, very probably some internal factors have had even greater influence in the development of the programme; among them it's worth highlighting: (1) Difficulty in coordinating all partners without a Programme

Coordinator at the beginning; (2) low efficiency and effectiveness of the decision-making processes; (3) time-consuming procurement procedures; and (4) difficulties in the communication and coordination among staff in the field and management structures in Beirut.

7. While all partners, at both the centre and local levels, appreciated the leading and catalyzing role of agencies and their staff in being out there and paving the way especially in bringing different groups and communities together, the JP as a joint initiative had remarkably low-visibility especially among beneficiaries and local partners. The JP's communication strategy seems to be timid and was short of transmitting an image or message of the joint-nature of the Programme.

8. Approximately 72% of the expected targets were achieved, which means that the JP could have operated with improved effectiveness. None of the agencies spent the corresponding total budget transferred, which in general terms indicates that the efficiency in the management of economic resources could have been better.

9. Sustainability of the activities implemented within context of JP will depend largely on the presence of the agency or implementing partner in North Lebanon. United Nations Development Programme (UNDP), through its long-established regional development programme in Akkar and in North Lebanon, stands out as most effective in ensuring continuity of activities delivered as part of the JP. Other partners, especially well-established national NGOs, will ensure the sustainability of activities through their own programmes.

10. Finally, a comprehensive design phase based on solid evidence together with an accurate monitoring framework (including gender sensitive and conflict sensitive indicators) and an efficient decision making scheme at the operational level could have significantly improved the overall implementation of the programme.