UNDP Lebanese Electoral Assistance Project (LEAP) 2013-2019
Lebanon

Final Evaluation Report

Final Report

Charlemagne Sophia Gomez
3rd December 2018

ACKNOWLEDGEMENTS

ACRONYMNS

CC	Constitutional Court
CEDAW	Convention for the Elimination of all Forms of Discrimination Against Women
DAC	Development Assistance Commission
DGPAR	Directorate General for Political Affairs and Refugees
DPA	Department of Political Affairs
EAD	Electoral Assistance Division
EU	European Union
HDI	Human Development Index
HRC	High Registration Committee
HRW	Human Rights Watch
IFES	International Foundation for Electoral Systems
IL	Intervention Logic
LADE	Lebanese Association for Democratic Elections (LADE)
LEAP	Lebanese Elections Assistant Project (LEAP)
LPHU	Lebanese Physically Handicapped Union
OCV	Out of country voting
OECD	Organisation for Economic Co-operation and Development
PO	Polling Officials
ProDoc	Project Document
MOIM	Ministry of Interior and Municipalities
MoU	Memorandum of Understanding
NCLW	National Commission for Lebanese Women
RC	Registration Committee
RMS	Results Management System
SCEC	Supervisory Commission on Election Campaigns
SCE	Supervisory Commission for Elections
TSM	Temporary Special Measures
TWG	Technical Working Group
UN	United Nations
UNDP	United Nations Development Programme
UNEG	United Nations Evaluation Guidelines
UN Women	United Nations Women
UNSCOL	Office of the United Nations Special Coordinator for Lebanon
USAID	United States Aid for International Development
WIF	Women in Front

CONTENTS

LIST OF TABLES AND FIGURES

TABLES

FIGURES

IMAGES

EXECUTIVE SUMMARY

BACKGROUND

Elections in Lebanon prior to the 2016 municipal elections and the 2018 parliamentary elections had not taken place since 2009. Subsequent to the 2009 elections, discussions on electoral reform were held, but no consensus was agreed upon. The parliamentary mandate was scheduled to end in June 2013, however the elections were postponed a number of times and in fact did not take place until May 2018, almost a decade since the last parliamentary elections.

UNDP as well as a number of other agencies have been engaged in electoral support in Lebanon since 2005. The Lebanon Election Assistance Project (LEAP) built upon this previous support and was established at the end of 2012. The project was designed to support the 2013 electoral process and was due to close at the end of the same year. It had an original budget of USD6,069,869 with contributions from the European Union[1], USAID[2] and the UK.[3] Given the complexity and uncertainty of the political climate the project has undergone a number of revisions, the latest one being in 2018. The overall objective of the project is to strengthen the capacity of stakeholders for the organization and conduct of elections in Lebanon through a multi component approach consisting of five key components." [4] The nature of the support has in the main remained the same although with the postponement of the elections and more time for the project to undertake activities, the project has endeavoured to shift from an electoral support project to building medium and long-term capacity.

The key stakeholders are the Ministry of Interior and Municipalities (MoIM), the Supervisory Commission for Elections (SCE), Constitutional Council (CC), civil society organizations (eg: Lebanese Association for Democratic Elections (LADE), Women in Front (WIF), Lebanese Physically Handicapped Union (LPHU), etc.

The evaluation of the project was commissioned in October 2018 and is deemed to be a final evaluation. The evaluation approach was specified through a number of evaluation questions [5] corresponding to the Development Assistance Commission (DAC). The evaluation used a number of different tools to collect data. A mixed method approach was applied and both quantitative as well as qualitative information was collected.

The evaluation endeavoured to meet with a cross section of interlocutors, ensuring where possible gender equality and the inclusion of vulnerable groups. The overall analysis is presented by answering each individual question and the analysis required the conversion of the data collected into findings, which called for a judgement in order to arrive at the said conclusions. The type of analysis used in this particular evaluation was primarily that of the contribution analysis, which confirms or disconfirms the cause and effect assumptions on the chain of reasoning.

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[1] The EU provided US43,281,700 (the equivalent of EUR3,000,000)..
[2] The USAID originally provided US$1,700,000..
[3] The UK provided US$399,425 (the equivalent of GBP250,000)..

[4] See annexes IV and V for a full list of the components.
[5] The evaluation questions will be based around the questions outlined in the terms of reference..

The evaluation endeavoured to ensure that both the design and collection of data as well as the analysis took into consideration gender and human rights sensitivities.

FINDINGS

Relevance: The relevance of the project both at the beginning of the tenure of the project and still today is considered to be **very relevant.** Given the complexity of the political situation and the lack of a permanent infrastructure to implement elections, the project was well placed to provide support to the electoral process and beyond. The emphasis on women and Persons with Disabilities (PwDs) was very relevant, although more could be done in the future to ensure that an aligned strategic approach is adopted to ensure higher-level results. Furthermore, while youth did feature somewhat in the final phases of the project with a targeted youth voter education campaign in 2017, youth was not a predominant focus throughout the entire lifetime of the project**.**

The project aligned itself well with national priorities as well as those enshrined in the UNDAF (subsequently the UNSF) and the country programme as well. The project document also looked towards increasing female participation which aligns itself with article five and ten of the Sustainable Development Goals (SDG). Goal number 16 is also very relevant, and became more so with the extensions of the project which then centred around building up the institution of the MOIM rather than just supporting the electoral process.

[6] UNDP Activity Report December 2014

Effectiveness: The effectiveness of the project is considered to be **satisfactory.** The project is highly appreciated by the key beneficiaries and both the Project as well as UNDP are seen as a neutral and a relevant implementer of support. The work of the project is highly commendable and only warrants "satisfactory" due to the design of the project and the complexity of the environment it is working in.

The project has faced a number of challenges in its implementation, the most importance of which was the constant uncertainty as to if and when elections would take place. To this end, "the ability of the project to deliver its envisaged results was adversely affected by political concerns over the uncertainties related to the postponement of elections and by the limited capacity of the MOIM to engage fully in the planned activities."[6] It was particularly challenging as the original project had only enough funds to cover 15 months of operations, and it now found itself in an unprecedented situation whereby the same money would need to cover a project spanning over nearly four years rather than the initial period of 14-16 months. Furthermore, with the postponement of the elections and the uncertainty as to when elections would take place, there was little interest by the international community to continue to channel funds to support the future process.

Despite these challenges, and uncertainty, the project utilized its time to look at varying scenarios both with regards to the timeline of elections, the production of a number of technical papers and looking towards the possible

changes in the electoral law, such as the possibility of the utilization of a pre-printed ballot and what technical specifications would be needed in order to bring this to fruition. The Project also addressed inclusiveness by looking towards women´s participation in the electoral process and to encourage temporary special measures (TSM) in the guise of a quota, which could ensure women´s seats in the elections.

In total, the project foresaw the implementation of five key components. Nonetheless, as can be seen with annexes IV and V, the types of activities envisaged differed according to the specific ProDoc. There have been three subsequent revisions of the ProDoc:- the revisions in 2016 and 2018/9 are quite similar with regards to activities. In the Project Documents of 2012 and the subsequent revision, there were a total of 21 activities, in the second revision there were 18 and in the latest update there are 20 activities.

Of these 20 activities, 13 are deemed achieved, and 7 partially achieved. With regards to the individual components, each one has been awarded its own score. In the case of Component One, it has achieved the grand majority of its results, but as of yet, the results are not entirely sustainable due to the current commitment by the MOIM to have a permanently established section dedicated to the organization and conduct of the elections. This is although set to change in the foreseeable future, and the project can continue to work towards consolidating the gains thus far.

Notwithstanding, in reality, the DGPAR DG, her close staff and DGCS department did of course benefit from the work carried out by the project for the municipal and parliamentary elections. There has been a strengthening of their knowledge and understanding of electoral processes but also, more importantly, their resolve to ensure the spirit of fair and transparent elections. This was achieved through BRIDGE and formal trainings and with hands-on day-to-day interaction with the respective staff.

With regards to Component Two, the SCE is not yet fully sustainable and is considered the weakest "link" and therefore requires much more support than the project could have afforded it in the small window that they had to implement the activities. The future and outlook of the SCE is still to be determined and is currently under discussion.

The Third Component is simply considered to be partially achieved as the electoral reform was not inclusive and therefore the project could not provide the support they had desired.

The Fourth Component on Election Dispute Resolution (EDR) is set to be achieved, and is only reliant now on the final outcome of the decisions of the cases which are due in the first quarter of 2019.

The final component, which foresaw support to increase women´s meaningful participation, is deemed partially achieved. The work and efforts of the project should be heralded as a best practice, as many activities were undertaken in this domain. Unfortunately, the appetite for an official gender quota was not strong enough and this has resulted in only a slight increase of women in the

parliament in percentage terms. Nonetheless, the project has contributed to a definite momentum and the desire to rethink strategies on how both the project and the women's movement can be effective in ensuring and strengthening women's political participation across the board.

Efficiency: The projects rating for efficiency is deemed **highly satisfactory.** The project has ensured a high level of technical assistance and support using the minimum of resources, and has tended to rely on national experts, which has contributed to its success and effectiveness. Despite the project not necessarily following the established framework in the ProDoc with respects to sharing of information, the project is highly regarded and many of the interlocutors consulted highly appreciate the projects efforts to keep them informed not only of the projects performance but updated on the situation in relation to the elections.

The project enjoys a good relationship with the MOIM and the MOIM is highly satisfied with the project and its results and many of the interlocutors spoken to state that the project was pivotal in the success of the elections as they provided a number of key elements which without them would have made the elections near impossible.

Many of the interlocutors also cited that UNDP´s reputation was very high, and was very well respected amongst the MOIM. The project whose resources in essence were limited as they had to spread out over a number of years and work permanently under the premise that the elections could be cancelled at any time, always demonstrated

flexibility and readiness to align themselves with the changing context.

The project to date has received approximately USD12,183,017.94 and has spent as of October 2018, USD$9,926,489.54 which accounts for just over 81 per cent of the budget. The no cost extensions more or less coincided with the three extensions of the project. The first of these took place in September 2013, the second revision at the end of 2014 and the third revision at the end of 2017.

Project management and coordination was rated as very good, and a number of mechanisms were in place to coordinate the project. As well as the formal mechanisms established under the project document, a number of informal briefings took place. Many of the international partners stated that they were well informed by the project of both the status of the progress of the project as well as the electoral cycle and any imminent obstacles to the holding of transparent and inclusive elections.

The project updated the monitoring and evaluation framework periodically and kept track of the progress of each of the outputs. The M & E framework was inherited from the original Prodoc and very little changes could be made to the original document, especially with regards to the indicators. The project did find innovative ways of tracking the project and endeavored to change some of the indicators in the last revision of the ProDoc. Notwithstanding, the M&E framework still suffers from a number of weaknesses, whereby only the outputs and activities are monitored for progress, and no qualitative or quantitative indicators have been established at the outcome level. As a

result, although the majority of the indicators and their respective targets are achieved, these do not denote change or impact as a result of the intervention.

The project managed risks very effectively and were considered to be always flexible and apt at managing changes to the timetable and prioritising key activities in line with the electoral calendar.

The complexity of the political situation and the relative short timelines meant that the project had to produce quality and essential material to enable the electoral process to be as transparent and credible as possible. This inevitably, placed pressure on the day to day running of the project. Notwithstanding, the project had the ability to react quickly to urgent requests and was able to produce quality materials in the shortest time possible. While this of course put pressure on the project and subjected them to work untimely hours, the impact on the overall process was minimal and the efficiency of the team to manage risks is rated as very high.

Sustainability: The issue of sustainability is a difficult one to gauge. The political impasse contributed to the project going from a short-term project to one, which has already spanned five years. To this end, the project was able to harness this opportunity and plan for a number of scenarios and attempting to transfer knowledge to the MOIM. This has been in the main part successful when examining the numbers of procedures that have been established and are now owned by the MOIM. There are still some difficulties with regards to the MOIM´s capacity in terms of permanent human resources and the

former commitment to establishing a permanent EMB. This appears to be changing, and it is hoped for the next cycle of elections, the MOIM will be looking towards establishing a unit and would like to rely on the LEAP project to build the capacity within the institution.

On the other hand, while 30 per cent of the project´s resources were dedicated to the development of the MOIM and lending them support, the SCE which is still deemed to be very weak, still needs a lot of technical support in establishing procedures and standard operating procedures. Nonetheless, while the project can offer this support in the future, a commitment by the government to also support the institution needs to be there in order for the support to be sustainable. To this end, the evaluation considers that sustainability is **moderately likely**.

Conclusions:

Conclusion 1: the project is considered very relevant. The project which started of its lifetime as an election support project has become an integral part of the support to the electoral process.

Conclusion 2: The main stakeholder (DGPAR) considers that the project support is essential and a must for holding, fair, transparent and comprehensive elections.

Conclusion 3: gender inclusion and women´s equality and empowerment were considered in the project and yielded very positive results, albeit not resulting in a gender quota. The project has contributed to a momentum in advocating for more women´s participation in the electoral process. Nonetheless, the project needs to take

lessons learned and ensure that gender forms an integral part of any future project.

Conclusion 4: The project did pay attention and take into account sensitiveness to the interests and rights of marginalized groups, particularly women. As reiterated above, a strategic approach towards women's participation and on how to promote it will need to be developed for the future. Youth did feature in the voter education campaign towards the latter part of the project, but like gender will need to be an integral part of any future project.

Conclusion 5: persons with disabilities were also targeted during the project, but the efforts did not yet yield the desired results. More commitment on the side of the key stakeholders needs to evolve and baseline information already collected as well as the laying of the foundation for advocacy around this issue has already been done. A new consistent strategy must now be put in place in order to reap any benefits from the efforts already made.

Conclusion 6: the UNDAF expired in 2016, but due to the complexity of the process and the subsequent delay in the electoral process, the UNDAF outcome has only been partially achieved.

Conclusion 7: the SDGs are key to the success of the project and indeed the electoral process, a project centred around key SDGs in the future should lay the ground for some of the higher results of the project being achieved.

Conclusion 8: the effectiveness of the project is considered to be satisfactory. Out of 20 indicators, fourteen are deemed to be achieved, one not

achieved and the rest partially achieved. The indicators which are only partially achieved are in the main out of the scope of the project and wholly reliant on the cultural and political context of the country.

Conclusion 9: The project faced a number of key challenges during its lifetime, many of these were connected to the political impasse and the subsequent delay in elections as well as the perceived security threats. The project used this time efficiently and were able to ensure a more rounded approach towards the support which enabled some capacity to be built rather than an electoral process merely supported.

Conclusion 10: both the political and cultural context has an overwhelming influence on the project, and its results. The project has over time improved relations with the key beneficiary, and this has not only eased tensions but has allowed the UNDP LEAP project to become a key and respected partner of support to the electoral process.

Conclusion 11: the mechanism of coordination with main stakeholders and donors was seen to be very effective and the project enjoys a very good reputation by all. The project enjoys a very good relationship with all its partners although the project should look towards increasing their support to the other beneficiaries outside of the MOIM especially in the present electoral cycle, when MOIM will not require as much support.

Conclusion 12: the efficiency of the project is considered to be highly satisfactory. The use of mainly local experts is seen to be efficient and

effective and increases the ownership of the process.

Conclusion 13: the original design of the project and its focus on providing electoral support rather than building capacity has meant that the project´s overall results have suffered to a small extent, nonetheless the project is on track to achieve a great number of its results and has built sufficient foundations to build a more strategically designed project for the future.

Conclusion 14: project management is deemed to be effective and transparent and extremely efficient in its communication with partners especially to those outside the direct range of the project, such as other international development partners who do not contribute financially to the project.

Conclusion 15:: monitoring and evaluation is sufficient, however due to the fact that it inherited its framework from the original ProDoc, could look towards designing a more comprehensive framework with a variety of tools and look towards taking a MEAL approach towards monitoring and evaluation.

Conclusion 16: sustainability of the project is rated as moderately likely. The overall sustainability of the results will largely depend on the MOIMs future commitment to the electoral process and its investment in more permanent human resources within the institution.

Conclusion 17: many of the development partners, although interested in the electoral process do not foresee any immediate financial contribution but are perhaps open to funding a number of "soft" issues, such as gender, PwDs etc. Therefore it is essential that the project maps out what each donor is proposing to support in the upcoming cycle.

Conclusion 18: the majority of the development partners are looking more towards the softer aspects of democracy, such as support to civil society, particularly women and persons with disabilities, and therefore any efforts in these regards should be coordinated.

Conclusion 19: EU is interested in funding the entire election cycle, and is therefore interested in supporting the process in order to ensure more transparency, inclusiveness and capacity in the next cycle of elections.

1. INTRODUCTION

1.1. CONTEXT

Lebanon has an overall population of over six million and has a land area of approximately 10,452 sq. km. It is bordered by Syria to the north and Israel to the south. Its official language is Arabic and is religiously diverse. According to the CIA World Factbook, it estimates that the country is made up of the following religions: Muslim 54 per cent (27% Sunni Islam, 27% Shia Islam) Christian 40.5 per cent (includes 21% Maronite Catholic, 8% Greek Orthodox, 5% Melkite Catholic, 1% Protestant, 5.5% other Christian), Druze 5.6 per cent and a number of other religions such as Jews, Baha'ís Buddhists, Hindus and Mormons. Life expectancy is 78 years for men and 81 year for women. [7] Lebanon has a high literacy rate and men and women enjoy equal rights under the Constitution. The 2017 Human Development Index (HDI) value is 0,757 which puts the country in the high human development category and it ranks 80 out of 189 countries and territories.

While the country ranks quite highly on the Human Development Index, the country has been plagued by an influx of refugees from the neighboring countries. The war in Syria has had a significant impact on Lebanon and its economy. On the streets of Beirut, the impact of the Syrian Civil War is more than palpable. [8] Lebanon has more than 1 million Syrians and 400,000 long-term refugees from Palestine now live

amongst a population of approximately six million. According to recent reports, Syrian refugees make up approximately a fourth of Lebanon´s total population, and Lebanon now has the highest per capita concentration of refugees in the world.[9]

"The sheer scale of the influx relative to Lebanon's population has severely affected the socioeconomic situation in the country and prompted unprecedented restrictions on Syrians entering the country in late-2014." [10] This has led to an increase in poverty and unemployment and according to a survey conducted by the Islam Fares Institute for Public Policy and International Affairs, 92 per cent of those surveyed agreed that the presence of many Syrian refugees is placing too much strain on Lebanon's resources like water and electricity.

As well as the refugee crisis, the country and the government has undergone the waste management crisis[11] (likened by Human Rights Watch (HRW) to a national health crisis), as well as a dwindling crisis. All of which have impacted on the day to day running of the country and has had an enormous influence on Lebanese politics.

Lebanon´s ranking on the Economist Intelligence Unit´s democracy index has been steadily decreasing since 2006 where it ranked 5.82 out of ten points to 2017 where it is at all-time low of 4.72 points. This ranking has of course not included the elections which occurred in

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[7] Sources UN and World Bank.

[8] https://www.washingtoninstitute.org/fikraforum/view/the-syrian-refugee-crisis-in-lebanon.

[9] https://www.habitatforhumanity.org.uk/blog/2016/10/impact-refugee-crisis-lebanon-who-needs-most-help-part-1/

[10] https://www.ilo.org/beirut/areasofwork/syrian-refugee-crisis/lebanon/lang--en/index.htm.

[11] "Lebanon´s waste crisis began in 2015 when a huge landfill site closed and government authorities failed to implement a contingency plan to replace it dumping and burning waste on the streets became widespread." http://www.bbc.com/future/story/20180328-lebanon-is-drowning-in-its-own-waste.

May 2018, therefore it is highly likely that this ranking will improve somewhat by the end of the year. Under the freedom house [12] ranking in 2018, Lebanon has an overall ranking of *partly free* and its freedom rating is 5/7. Under political rights it scored 6/7 and civil liberties 4/7. This ranking could once again change by the end of 2018 in order to allow for the impact of the parliamentary elections to be taken into account.

According to the new elections Law 44/17 adopted in June 2017, the country is divided into five governorates, South Lebanon, Mount Lebanon, North Lebanon, Bekaa and Beirut. The country is further divided into 15 major electoral districts and 26 minor districts where the preferential vote took place. In 2018, a total of 3,746,483 persons were registered (1,904,207 women and 1,842,276 men).
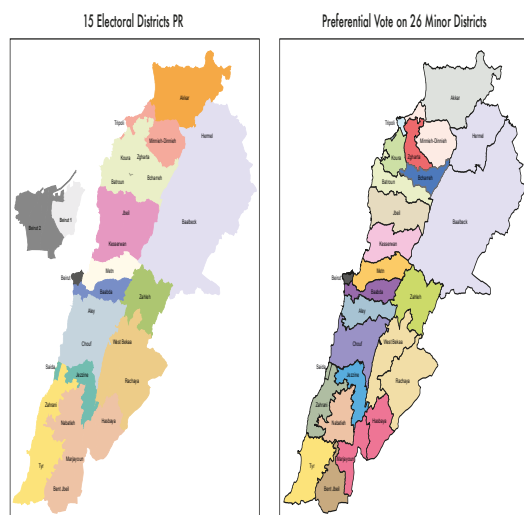
Image 1: Electoral Districting 2018
Source - Leap

For the 2018 parliamentary elections there were a total of 77 registered lists, with 597[13] candidates, 86 of whom were women. In total 49.7 per cent (1,861,203) of the registered voters turned out to cast their ballot. A total of 128 candidates were elected. Forty-nine of these were incumbents, 64 new comers and 15 former candidates. Despite the higher number of women who were nominated as candidates for the 2018 elections, only six women were elected into seats.

1.2. Women´s Rights in Lebanon

Both the Constitution and under the Lebanese Law, women and men enjoy equal rights in social and economic spheres. Nonetheless, the issue of women´s equality in Lebanon is a pressing issue, despite women´s high literacy levels and some women enjoying high-ranking careers in the justice and the banking sectors. The 2015 Global Human Development Report ranked the gender inequality index for Lebanon 78 out of 188. Such a low ranking illustrates the wide gender gap that still exists in accessing opportunities at the decision-making, political, economic, and social levels. Women´s inability to access a level playing field emanates from many of the discriminatory laws and practices, which are ingrained in the Lebanese laws and culture. Women especially face particular legal challenges and discrimination [14] under the personal status laws[15], which tend to discriminate against women in issues of divorce,

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[12] Source - https://freedomhouse.org/report/freedom-world/2018/lebanon.

[13] 28 candidates were between 25-35, 115 were under aged 45 and 34 candidates over 75.

[14] The 114-page report, issued by HRW "Unequal and Unprotected: Women's Rights Under Lebanon's Religious Personal Status Laws," found that, across all religions, personal status laws erect greater barriers for women than men who wish to terminate unhappy or abusive marriages,

initiate divorce proceedings, ensure their rights concerning their children after divorce, or secure pecuniary rights from a former spouse.

[15] Lebanon has 15 separate personal status laws for its recognized religions but no civil code covering issues such as property rights, or the care of children.

property rights and the care of children. "These laws are administered by autonomous religious courts with little or no government oversight, and often issue rulings that violate women´s human rights." [16] . Furthermore, the Universal Periodic Review of 2015 highlighted and critiqued the issue of women and discrimination and referred to the stereotypes of women which are largely portrayed in the media as being discriminatory and "overemphasizing the traditional role of women and as mothers and wives, thus undermining women´s social status and their educational and professional careers." The Committee noted with concern that "the advertising sector persistently conveys stereotyped and sometimes degrading images of women". The Committee recommended measures to raise awareness in order to ensure that women are portrayed positively and women are promoted as active participants in political, economic and social life."

Similarly, the CEDAW Committee noted its concern "about the gross underrepresentation of women in public and political life and the lack of capacity-building for political party and labor union representatives with regard to women's rights, and regrets that the bill that would have provided for a 30 per cent minimum quota for women's representation on the candidate lists of political parties for parliamentary elections was not adopted". It expressed its concern about the strong political resistance to the adoption of temporary special measures to effectively promote the equal participation of women in public and political life". Despite many efforts,

female representation in the parliamentary elections of 2018 only increased by two percentage points in comparison to the 2009 elections.

1.3. BACKGROUND

Elections in Lebanon prior to the 2016 municipal elections and the 2018 parliamentary elections had not taken place since almost a decade; when in 2009, parliamentary elections were held using an electoral system that has been in place since the 1960 Electoral Law, using a majoritarian block vote in multiple-member constituencies. Subsequent to the 2009 elections, discussions on electoral reform were held, but no consensus was agreed upon. The parliamentary mandate was scheduled to end in June 2013, therefore in 2012, unfortunately two weeks prior to the elections being held, the parliament renewed their tenure until 20 November 2014 due to the fact that no agreement to an electoral law had been reached. A new extension was obligated in November of 2014 citing "exceptional circumstances caused by the war in neighboring Syria" and elections were scheduled for November 2017. Notwithstanding, the parliamentary elections did not take place until May 2018.

The country was without a president, for a number of years, when the Presidents mandate expired on the 24 May 2014. Elections for President occurred in 2016, as did´ the municipal elections. Both these elections, which at a certain point in time were considered to likely not take place, renewed the optimism for parliamentary elections, which were due in 2017.

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[16] https://www.hrw.org/news/2015/01/19/lebanon-laws-discriminate-against-women.
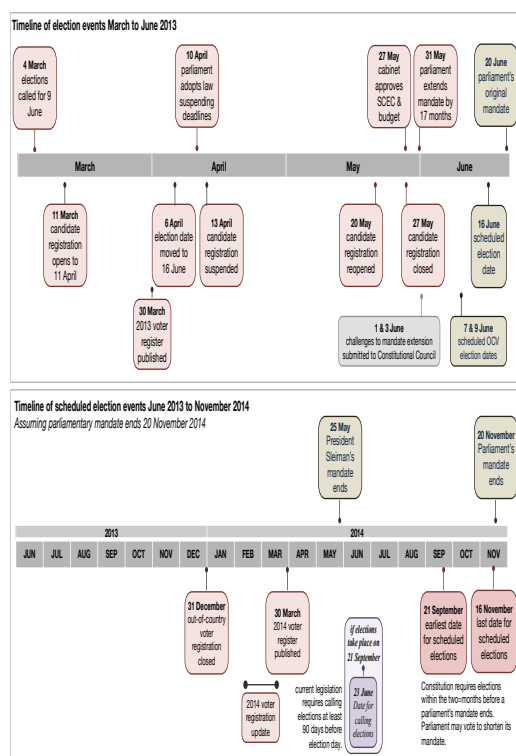
Image 2: Timeline of election events March to June 2013
SOURCE: LEAP

In June 2017, the new election law 44/17 was adopted. The law brought in a number of electoral reforms that had been previously proposed by civil society and domestic and international election observers. The confessional allocation of seats was maintained, but the former majoritarian system was replaced by a proportional system based on open lists and one preferential vote. One of the most important changes was the introduction of a pre printed ballot, which contributes to ensuring secrecy of the vote and could go towards counter measuring the potential of candidates buying votes. For the first time ever, Lebanese citizens living abroad were also afforded the vote.

1.4. PROJECT DESCRIPTION

UNDP as well as a number of other agencies have been engaged in electoral support in Lebanon since 2005. For the 2009 parliamentary and 2010 municipal elections, electoral assistance was provided by a number of agencies, including UNDP, the European Union and USAID through the International Foundation for Electoral Systems (IFES). The Lebanon Election Assistance Project built upon previous electoral assistance and was established at the end of 2012 in response to affording support to the 2013 parliamentary elections and was due to complete its tasks by the end of the same year. It had an original budget of USD6,069,869 with contributions from the European Union [17], USAID [18] and the UK.[19] The project was founded under the UNDAF outcome "By 2014, good governance reforms, with specific focus on national dialogue and inclusive participation, and government effectiveness and accountability are institutionalized at different levels." The overall objective of the project was "to strengthen the capacity of stakeholders for the conduct of elections in Lebanon through a multi component approach consisting of five key components." [20] The design of the project was based on a Needs Assessment Mission (NAM) conducted by the UN electoral Assistance Division (UNEAD), which took place in March 2012 which identified *inter alia* "that support was needed to further improve election management".

The key stakeholders are the Ministry of Interior and Municipalities (MoIM), the Supervisory Commission for Elections (SCE), Constitutional Council (CC), civil society organizations (eg: Lebanese

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Association for Democratic Elections (LADE), Women in Front (WIF), Lebanese Physically Handicapped Union (LPHU), etc

To date the main results of the project are deemed to be the following:

- Successful provision of technical assistance and advisory support to the 2016 municipal and 2018 parliamentary elections;
- Improved supervision and monitoring of the 2018 parliamentary elections through comprehensive advisory support, technical assistance and operational support to the Supervisory Commission for Elections (SCE);
- Efficient design, development and dissemination of voter education and information in preparation for the 2016 municipal elections and 2018 parliamentary elections leading to enhanced knowledge and understanding of the voters of the electoral process and their rights and responsibilities;
- Enhanced efficiency of the Electoral Dispute Resolution process through technical and operational support to the Constitutional Council;
- Enhanced awareness and understanding on the women participation and representation aspects of the electoral process as well as sustained advocacy for temporary special measures aiming at increased number of women running for elections and getting elected.

2. PURPOSE AND SCOPE OF THE EVALUATION

2.1. SCOPE OF THE EVALUATION

Under the current project document, an evaluation [21] has not yet been carried out, and therefore this final evaluation is expected to assess the level of progress made towards achieving project outputs since 2013. The evaluation has endeavoured to provide evidence-based information that is credible, reliable and useful. The evaluation adopted a participatory and consultative approach ensuring close engagement with relevant national counterparts. The evaluation has assessed to what extent the project managed to mainstream gender and to strengthen the application of rights-based approaches in its interventions. This evaluation has produced concrete and actionable recommendations for the proposed future programming for the next electoral cycle 2020-2022. Municipal and Parliamentary elections are expected to take place in 2022. The evaluation has used the Organization for Economic Co-operation and Development Development Assistance Commission (OECD/DAC) evaluation criteria of relevance, effectiveness, efficiency, and sustainability as defined and explained in the UNDP Handbook on Planning, Monitoring and Evaluating for Development Results. [22] The final report also complies with the United Nations Evaluation Guideline (UNEG) Quality Checklist for Evaluation Reports, [23] and the evaluation report includes a signed copy of the code of conduct. In order to ensure that the evaluation covers the cross cutting issues of human rights and gender, the evaluation also complied with the UNEG

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[21] The last evaluation was carried out in 2010.
[22] For additional information on methods, see the Handbook on Planning, Monitoring and Evaluating for Development Results, p. 168.

[23] UNEG Quality Checklist for Evaluation Reports.

Guidance on integrating human rights and gender equality in evaluation.

The evaluation in the guise of the final report purported to:
- assess the level of progress made towards achieving the outcomes and outputs of the project;
- capture lessons learned and best practices from the implementation of the project.
- provide concrete and actionable recommendations (strategic and operational)
- provide a comprehensive roadmap for the project, based on evaluation findings, conclusions and recommendations. The roadmap will delineate how in its next phase the project could improve, inter alia, its relevance, delivery of results and engagement with stakeholders, including Lebanese authorities and donors.

2.2. EVALUATION CRITERIA AND QUESTIONS

The evaluation utilised a mix method approach of collecting data (both quantitative and qualitative) and consisted of three distinct phases.

1. Inception Phase (Including desk review)
2. Field Phase
3. Synthesis Phase.

The approach was specified through a number of evaluation questions [24] corresponding to the Development Assistance Commission (DAC) using

different methods of data collection for each individual question. Data collection included an exhaustive desk review of documents provided by UNDP and from any other beneficiaries and stakeholders involved directly or indirectly with the project. The evaluator designed an evaluation matrix in line with the already established intervention logic (IL) for the two phases of the project[25] and will if it is deemed necessary, add a number of indicators [26] in order to ensure the capture of information outlined in the finalised evaluation questions were assessed. This evaluation matrix (see annex I) served as one of the key reference against which the status of the outcomes and outputs of the LEAP project were assessed.

In order to answer the evaluation questions established herewith, the evaluator collected secondary data during the semi-structured interviews (from the data already available from the desk review) and applied data collection tools with a view to collecting new information (primary data).

2.3. EVALUATION CRITERIA RATING

In order to evaluate each criterion, the assessment has examined each individual criterion by triangulating the data already obtained and that collected during the field visit. In order to facilitate understanding of the level of attainment of each criterion, the evaluation consultant has applied the following scale to each DAC criteria. The overall score was derived from a number of different data using a mixed method collection and reflected the

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[24] The evaluation questions will be based around the questions outlined in the terms of reference..
[25] It should be noted that the two project documents in essence have the same number of outputs and activities. Nonetheless, there are some additional sub activities in the

2017-2018 ProDoc, which will be analyzed in addition to the original outputs and activities.
[26] A number of indicators have been used to examine the effectiveness of each component.

triangulation of data using the tools enumerated below.

Criteria	6	5	4	3	2	1
Ratings for Effectiveness and Efficiency	Highly Satisfactory (HS)	Satisfactory (s)	Moderately Satisfactory (MS)	Moderately Unsatisfactory (MU)	Unsatisfactory (U)	Highly Unsatisfactory (HU)
			4	3	2	1
Sustainability			Likely (L)	Moderately Likely (ML)	Moderately Unlikely (MU)	Unlikely (U)
Relevance and Impact	Relevant(R)				Not Relevant (NR)	

Table 1: Rating System for each DAC criterion

3. METHODOLOGY

3.1. DATA SOURCES
The outcome evaluation used a variety of sources of information including the documentation provided by UNDP, other documents and contextual information from a number of different stakeholders and information emanating from the Internet. The information has been triangulated with the information derived from the interviews with the beneficiaries and/or stakeholders as well as data from the different matrixes to record progress carried out by UNDP.

3.2. DATA COLLECTION
This evaluation used a number of different tools to collect data. A mixed method approach was applied and both quantitative as well as qualitative information was collected.

Desk Review: The evaluation examined all the documentation provided by UNDP, [27] which includes but is not limited to the project documents of the project, quarterly and annual reports, a small number of reports and other

documents and materials related to the outcomes to be evaluated including the commissioned reports for policy support, government and donor reports. Other context documents were also used.

Interviews with key stakeholders: A number of key interviews were held during the two weeks that the evaluator was in country. In addition, as the evaluation spans a time period of five years and a number of key personnel and stakeholders are no longer with the project/in-country, a number of additional interviews were also held by Skype. Some of these took place during the two weeks that the evaluator was in Lebanon, while others took place immediately once the evaluator returned home. The evaluation also interviewed all UNDP staff involved with the project, as well as direct beneficiaries of all the outputs as possible. A number of Civil Society Organizations (CSOs), the European Union (EU) and United States Aid Agency (USAID) were interviewed as well as a number of persons who were recipients of the training.

The evaluation endeavoured to meet with a cross section of interlocutors, ensuring where possible gender equality and the inclusion of vulnerable groups.

Prior to formulating any question in relation to the evaluation, verbal permission was sought from each interlocutor, both individuals and institutions. In order to obtain consent, the evaluator briefly explained the motivation and objectives of the evaluation and the scope of the questions to be asked during the

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[27] These are listed in annex XIII

interview. The evaluator ensured and guaranteed privacy and confidentiality of those interviewed. The comments and discussions emanating from the said interviews (both individual, institutional and group) have been aggregated in order to make the identification of a single person/entity impossible.

SWOT Analysis: A SWOT analysis was undertaken with the LEAP Team which took into account internal and external factors, maximizing the potential of strengths and opportunities while minimizing the impact of weaknesses and threats. (See Annex VII)

3.3. DATA ANALYSIS
Subsequent to attaining he results of the desk and data collection phase, the evaluation ensured subsequent validation and/or required revision through further information gathering either in person, email exchange or further Skype interviews and analysis of statistics and data provided both by UNDP and in some instances by other stakeholders. The information obtained in these phases enabled the evaluator to come to the main findings, conclusions and recommendations which are expressed herewith.

In order to draw conclusions, evidence was constructed via a triangulation analysis. Themes or patterns were examined to determine if they emanated from multiple stakeholder levels and multiple stakeholder categories. Observations or comments that were derived from a single source or a single category of stakeholder has been given less conceptual weight during the building of the analysis.

Findings highlighted in the report are those emerging from multiple actors and across multiple levels with different types of stakeholders.

The overall analysis is presented by answering each individual question as outlined above. The analysis required the conversion of the data collected into findings, which called for a judgement in order to arrive at the said conclusions. The type of analysis used in this particular evaluation was primarily that of the contribution analysis, which confirms or disconfirms the cause and effect assumptions on the chain of reasoning. These linkages between the analyses explained how the evaluator drew her conclusions by connecting data and subsequent findings together in order to answer each of the evaluation questions. Interview matrixes were separated into themed folders using a standard matrix for each type of interview. (Semi-structured key informant interview etc). The matrix was structured to respond to the evaluation matrix categories and questions. The consultant reviewed the range of responses from stakeholders for each element in the matrix. A standard qualitative approach of an iterative analysis of emergent themes[28] was used.

Given the sensitivities and the confidentiality of some of the issues that were being addressed and in order to allow interviewees to talk more openly, all interviews were conducted using the principle of non-attribution, i.e. specific statements are not linked to specific stakeholders. To this end, in order to capture the wealth of information collected during the evaluation, the

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[28] Patton, Michael Quinn. 2010. Qualitative Research and Evaluation. Sage Publication. San Francisco, California.

report has included some quotes but will not attribute these to any single entity or person.

RISKS AND LIMITATIONS

Given the short amount of time allocated to the evaluation, and the period under review, the evaluation risked missing out on interviewing some key persons. In order to mitigate this, where possible, a number of skype calls were executed with former persons under the project, some of these took place during the field phase, and a number immediately upon the evaluation consultant returning home.

While the evaluation has endeavoured to meet with as many person as possible during the evaluation; it has been difficult to ascertain the real impact of the training and voter education as the evaluator was only able to meet with a pocketful of beneficiaries of the training for example. With regards to voter education, it is very difficult to attribute the project's interventions to the voter turnout. This is particularly pertinent for youth, as an important campaign was undertaken by the project, but it is difficult to ascertain how this impacted on the process, and whether a higher number of youth turned out to vote.

4. FINDINGS

4.1. RELEVANCE

The relevance of the project both at the beginning of the tenure of the project and still today is considered to be **very relevant.** Given the complexity of the political situation and the lack of a permanent infrastructure to implement elections, the project was well placed to provide support to the electoral process and beyond. The emphasis on women,

Persons with Disabilities (PwDs) was very relevant, although more could be done in the future to ensure that an aligned strategic approach is adopted to ensure higher level results. Furthermore, while youth did feature somewhat in the final phases of the project with a targeted youth voter education campaign in 2017, youth was not a predominant focus throughout the entire lifetime of the project. Human Rights should be an integral part of any electoral process and therefore needs to be at the heart of the project. Individual activities while warranted, cannot have an important impact on the entirety of the process, **therefore an integrated approach towards these persons is needed.**

4.1.1. Gender inclusion, women's equality and empowerment within the project

As will be seen under effectiveness, the project did recognize the importance of gender and made concerted efforts to promote gender by adopting a number of activities centred around advocacy of a female quota as well as promoting female political participation in general under component five. The evaluation concludes that the project has positively contributed to a momentum whereby a number of actors involved in women´s representation are striving towards better political representation as well as the recognition of women´s role in the electoral process.

Notwithstanding, while these efforts are genuine and important steps have been made, gender perspectives were not necessarily mainstreamed into the design and implementation of the project and was not an integral part of the project. In order to ensure gender is mainstreamed across the board a

number of strategies need to be adopted, some of which will be highlighted further on in the report. Gender should be an integral part of any project in order to reap the optimum benefits, however the design of the project isolated gender under one key component/output and while not all together ignored in the other components, more could have been done to strengthen gender throughout the project.

4.1.2. Sensitiveness of the project to the interests and rights of marginalized and vulnerable groups, particularly women and youth

Lebanon is party to a number of key international instruments outlining the interest and rights of both women and youth. These of course include the Convention for the Elimination of All kind of Discrimination Against Women (CEDAW) (albeit with a number of reservations) and the Convention on the Political Rights of Women. In addition, the United Nations frames a number of their activities under Security Council Resolution (SCR) 1325 and the subsequent resolutions in women, peace and security, which inevitably call for heightened participation and inclusion of women in security, peace and stabilization efforts.

As reiterated above, the project has undertaken a number of concerted efforts to look indirectly at the rights and interests of women, paying particular attention to endeavouring to promote the temporary special measure of introducing a quota. These included the holding of a number of workshops on female participation, the ender

quota, preparing a number of booklets and brochures on women's participation and a number of info sessions encouraging women to stand as candidates. While the number of activities were quite significant in number, a more strategic approaches needed to be adopted given the context, and the fact there are a number of strong voices against the application of a female quota. Furthermore, although quotas are most definitely positive, other aspects which infringe on women's fundamental rights such as obliging women to change their area of voter residence upon marriage, women´s inability to legally pass on their nationality to their children, not only impacts on their individual and fundamental rights, but contributes to women's subordination and denies them access to their political rights as a result. To this end, while the efforts undertaken by the project were indeed admirable, they did not look into the causes of the inequalities and therefore this may have influenced the project´s as well as the actors involved, ability to successfully advocate for a change in the law to allow for a quota to promote female candidates in the parliament.

The number of young people in Lebanon is represented by quite a large segment of the population, with approximately 16.04 per cent [29] making up the population. In 2018, a total of 3,746,483 persons were registered with 1,114,994 of these being youth[30]. (accounting for 29.8 per cent of the overall registered voters). In contrast to the national figures, whereby more women are registered to vote than men (50.8% of women compared to 49.2% of men), the

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[29] (male 500,592 /female 477,784) as per CIA factbook

[30] The project has undertaken a more flexible definition of youth and interprets youth "as people between the ages of 21 and 3534."

number of youth who are registered amounts in more men than women registered (51% of men compared to 49% of women). Notwithstanding, the participation of the youth in decision-making processes is rather limited.

The importance of youth was not originally foreseen in the ProDoc, but Project Board Members recognized the importance in reaching out to youth and ensuring they are informed and educated on the electoral process. To this end, through USAID who afforded funds to the project in April 2018, the project ensured that a comprehensive "Get out the Vote Campaign" was designed, developed and implemented with a particular focus on youth. It is unclear as to the potential impact of this campaign, as there are no figures or estimations as to what percentage of the population who voted were youth. Otherwise, the project did relatively little both in the design and in the implementation of the project to address the interests and rights of youth.

> A disabled individual is a person whose capacity to perform one or more vital functions, independently, secure his personal existential needs, participate in social activities on an equal basis with others, and live a personal and social life that is normal by existing social standards, is reduced or non-existent because of a partial of complete, permanent or temporary, bodily, sensory or intellectual functional loss or incapacity, that is the outcome of a congenital or acquired illness or from a pathological condition that has been prolonged beyond normal medical expectations" (Article 2)
>
> Lebanese Law on Disability 220/2000

In Lebanon, in 2016, 98,000 persons with disabilities were registered (62% men and 38% women), 86 per cent of which were above the age of 18. Lebanon has signed the Convention on the Rights of Persons with Disabilities but has not yet ratified it. The Convention outlines a number of articles whereby it states that the state has the obligation to ensure "that persons with disabilities can effectively and fully participate in political and public life on an equal basis with others". The Law 220/2000 on Persons with Disabilities stipulates in article 98 that the needs of people with disabilities should be taken into account in electoral processes. The electoral law 44/2017 also reiterates this message and states that the Ministry shall take into account the needs of people with disabilities when organizing elections and facilitate the procedures allowing them to exercise their right to vote unobstructed.

With regards to the project, activities dedicated to PwDs appeared in four out of five components. This included output 1.7. under Component One, which endeavored to strengthen the Capacity for facilitating electoral access by persons with disabilities. Component Two which guaranteed a dedicated facility for PwDs in the design and refurbishment of the Supervisory Commission for Election (SCE) premises. [31] Component Three which established dedicated visuals, messages and communication vectors focused on PwDs, as part of broader awareness campaigns and under Component Five, whereby a thematic brochure on rights of PwDs in elections and in political life

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[31] This was not necessarily envisaged in the ProDoc, however the work was necessary as one of the commissioners was a wheelchair user.

in general was produced. To this end, the project did integrate a substantial number of activities on PwDs throughout the project, however the project did not necessarily achieve the "buy in" from the MOI to achieve the established target of the indicator set out in the M & E framework (please see under effectiveness).

4.1.4. The project´s contribution to higher-level results

> UNDAF Outcome 1: By 2014, good governance reforms and practices, with specific focus on national dialogue and inclusive participation, and government effectiveness and accountability, are institutionalized at different levels.

The project started its life under the United Nations Development Assistance Framework (UNDAF), which was established in 2010 and was originally envisaged to end in 2014 however it was extended until 2016. This was replaced by the United Nations Strategic Framework (UNSF) 2017-2020. Under the UNDAF, the premise of the project envisaged the achievement of output outcome 1.1. "By 2014, good governance reforms, with specific focus on national dialogue and inclusive participation, and government effectiveness and accountability are institutionalized at different levels."

Under the original UNDAF output, which was in line with the national priority to achieve "national reconciliation and adequate capacity to implement reforms, including increased participation and accountability", a number of the sub outputs could also be referenced as being relevant to the project. (these included 1.1.1 and 1.1.4) Under Outcome 1.1., which referred to national reconciliation and peace

building promoted through inclusive participation, it was envisaged that the electoral reform would be an inclusive process. However, although some civil society was consulted to look at the electoral reform, their participation in its formulation and approval was minimal and UNDP was unable to afford support due to the electoral reform being closed to the general public. Nonetheless, when the electoral reform was approved, the project was key in providing an overview of the law and trainings to a number of entities so that there would be a full understanding of the law, as well as posting it on the MOIM´s website.

The UN strategy Framework´s, 2017-2020 (UNSF) Priority 2 is in line with LEAP´s support, which refers to "Lebanon enjoys domestic stability and practices effective governance." Despite the UNSF only commencing in 2017, there has already been one election that was deemed to have gone "smoothly for the most part" and was held to be "generally calm". [32] The polling workers were deemed to have carried out their tasks "with admirable professionalism, compassion and pride." [33] The overall goal of this particular priority is to ensure mechanisms, which promote accountability and inclusive participation, including through elections and civil society engagement. Albeit that the elections were peaceful, and deemed successful, there is still much work to be done to ensure more inclusiveness especially with regards to the end result of enabling women to enter parliament and decision-making bodies and ensuring that civil society is possibly more represented as well as guaranteeing accessibility of persons

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[32] NDI Preliminary Statement 7th May 2018.

[33] Ibid.

with disabilities to all layers of the electoral process.

The UNSF also outlines the importance of the advancement of gender equality and women as well as youth empowerment in political, social and economic spheres. These efforts are strongly related to Sustainable Development Goals (SDG) 16 on peaceful and inclusive societies with access to justice and effective, accountable and inclusive institutions, SDG10 on the reduction of inequality including in terms of political inclusion, as well as to SGD 5 on gender equality and empowerment of women and girls.

> **Goal 5. Achieve gender equality and empower all women and girls**
>
> **SDGs relevant indicators**: 5.1.1 Whether or not legal frameworks are in place and girls everywhere to promote, enforce and monitor equality and non-discrimination on the basis of sex
>
> 5.5 Ensure women's full and effective participation and equal opportunities for leadership at all levels of decision-making in political, economic and public life
>
> 5.5.1 Proportion of seats held by women in national parliaments and local governments
>
> 5.c Adopt and strengthen sound policies and enforceable legislation for the promotion of gender equality and the empowerment of all women and girls at all levels

As will be outlined further on in the report, although advocacy to promote the inclusion of a gender quota failed to gain momentum and be included in the electoral law, many of the interlocutors considered that the project´s efforts were not in vain. There is a genuine sense of achievement surrounding women´s participation in the electoral process, albeit not yet as candidates. There is a definite momentum felt by many women´s groups, the UN agencies and development partners, and consensus that now is the time to strategize on how women´s rights can

be advanced in order to enable more women to enter parliament for the next round of elections. Furthermore, there were a number of interlocutors who believe that despite there being only six women in the current parliament, these particular women will be key to ensuring the advancement of women´s agenda in the parliament. In order to ensure women´s participation, future activities should be built around the SDG indicators, the achievement of one without the other, will not lead to an overall change.

With regards to the accountable and inclusive institutions, SDG 16 aligns itself along with the UNSF, and has a number of indicators, which would be useful for the project to understand the extent of their contribution. It is difficult to ascertain, if up until now the project has achieved or is on track to achieve these goals. Under 16.6.2, there was a definite satisfaction as to how the elections were perceived by the interlocutors consulted, however whether this runs more into the general population that is more difficult to gauge.

4.2. EFFECTIVENESS

The effectiveness of the project is considered to be **satisfactory.** The project is highly appreciated by the key beneficiaries and both the Project as well as UNDP are seen as a neutral and a relevant implementer of support. The work of the project is highly commendable and only warrants "satisfactory" due to the design of the project and the complexity of the environment it is working in. As will be reiterated below, the project´s original design was to serve as support to the electoral process, and it did not have a mandate to provide medium and long-term capacity. Nonetheless, given the

political system and the set up of the "election management body" under the auspices of the MOIM, the project has been able to produce some long-term results and has impacted on the process in a positive and enduring manner.

In order to measure effectiveness, the evaluation has examined the indicators established under the monitoring and evaluation framework and has triangulated this information with the data emanating from the key informant interviews, documentation from within the project and perceptions by the European Union Election Observation Mission and that of National Democratic Institute (NDI) as well as those conducted by the domestic observers.

4.2.1. Challenges faced by the project

The lifetime of the original LEAP project was originally set up to cover the parliamentary elections scheduled for the 16th June 2013 and the project was therefore due to close at the end of 2013. The original concept of the project was envisaged as electoral support rather than a capacity building project. The development of the ProDoc was the result of the NAM which had taken place in March 2012 which recommended that the "project period should be implemented from April/May 2012 until 31 December 2013."[34] The ProDoc cited that the project would span from October 2012 to December 2017. Nonetheless the ProDoc was not signed until December 2012 and activities did not really commence until the beginning of 2013. Despite these short delays, the project was up and running quite quickly after the signing of the document, and started working immediately on the task before them.

This meant that the project only had a little less than six months to prepare for the elections, which were scheduled for June 2013. Notwithstanding, a few weeks prior to the elections, on 31 May 2013, the Lebanese Parliament´s mandate was extended and the parliamentary elections were re-scheduled for 16 November 2014. As a result, the project was extended to cover the additional period. Nonetheless on 5 November 2014, the Lebanese Parliament took another decision to extend "their mandate until 20 June 2017". To this end, a new request by the Ministry of Interior and Municipalities to request electoral assistance was submitted in November 2014. A NAM then visited the country in December 2014 and recommended that the United Nations technical support to Lebanon's election should continue to 31 December 2017. Both postponements were "formalized only shortly" before the elections were due to take place.

The uncertainty of when the elections would take place became a key challenge to the project, especially given the fact that the original ProDoc was only envisaged for a little over 14 months and as stipulated above envisaged short term electoral support rather than a strategy to build long term capacity.

To this end, "the ability of the project to deliver its envisaged results was adversely affected by political concerns over the uncertainties related to the postponement of elections and by the limited capacity of the MOIM to engage fully in the planned activities."[35] It was

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[34] Executive summary of the UN NAM – March 2012

[35] UNDP Activity Report December 2014

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particularly challenging as the original project had only enough funds to cover 15 months of operations, and it now found itself in an unprecedented situation whereby the same money would need to cover a project spanning over nearly four years rather than the initial period of 14-16 months. Furthermore, with the postponement of the elections and the uncertainty as to when elections would take place, there was little interest by the international community to continue to channel funds to support the future process.

Although elections were scheduled for 2017, there was a continuous question mark on when and if they would take place. With the renewal of the project to the end of 2017, the NAM also recommended to include support to the municipal elections, which would take place in 2016. This was of course not envisaged in the original ProDoc.

Nonetheless, despite this uncertainty, the project utilized its time to look at varying scenarios both with regards to the timeline of elections, the production of a number of technical papers and looking towards the possible changes in the electoral law, such as the possibility of the utilization of a pre-printed ballot and what technical specifications would be needed in order to bring this to fruition. The Project also addressed inclusiveness by looking towards women´s participation in the electoral process and to encourage temporary special measures (TSM) in the guise of a quota, which could ensure women´s seats in the elections.

4.2.2. The project´s performance in the achievement of the intended outputs.
In total, the project had five key outputs. Nonetheless, as can be seen with

annexes IV and V, the types of activities envisaged differed according to the specific ProDoc. There have been three subsequent revisions of the ProDoc, while the revisions in 2016 and 2018/9 are quite similar with regards to activities the original ProDoc foresaw two scenarios:- Scenario One – envisaged there would be no significant change in the legal framework for elections in Lebanon and Scenario Two which envisaged the adoption of new electoral legislation introducing significant reforms to the electoral framework of Lebanon.

The first revision was simply an extension of the original project document. In the Project Documents of 2012 and the subsequent revision, there were a total of 21 activities, in the second revision there were 18 and in the latest update there are 20 activities. All project documents had five components. They all followed more or less the same outline of components, nonetheless the description/name of the outputs varied from one project document to another.

The first and second project documents were to cater for the holding of elections and therefore were more about the support to the process rather than strengthening or improving upon the capacity of the MOIM. Nonetheless, in the two subsequent revisions, activities were added, therefore the following descriptions of each output endeavours to conclude how effective each of the outputs were, including the full gamut of activities as described in the most recent project document (and as illustrated in annex IV and V) Annexes IV and V also outlines which outputs/activities have been achieved and what is still on track to be achieved.

The text below follows a description of each of the five components, outlining the activities under each of the project documents. [36] When examining each component, and taking into consideration the evaluation of each of the outputs below, this report deems that all of the components are achieved in their entirety. In the majority of the cases this is due to the fact that the project has still to carry on some activities in 2019 and for the other part, much of the original design and the difficult political context under which the project works has affected the achievement of the results in their totality. This can be said of component one, which has achieved the grand majority of its results, but as of yet, the results are not entirely sustainable due to the current commitment by the MOIM to have a permanently established section dedicated to the running of the elections. This is although set to change in the foreseeable future, and the project can continue to work towards consolidating the gains thus far.

Notwithstanding, in reality, the DGPAR DG, her close staff and DGCS department did of course benefit from the work carried out by the project for the municipal and parliamentary elections. There has been a strengthening of their knowledge and understanding of electoral processes but also, more importantly, their resolve to ensure the spirit of fair and transparent elections. This was achieved through BRIDGE and formal trainings and with hands-on day-to-day interaction with the respective staff.

With regards to Component Two, the SCE is not yet fully operational and is considered the weakest "link" and therefore requires much more support than the project could have afforded it in the small window that they had to implement the activities. The future and outlook of the SCE is still to be determined and is currently under discussion.

The Third Component is simply considered to partially achieved as the electoral reform was not inclusive and therefore the project could not provide the support they had desired.

The Fourth Component on Election Dispute Resolution (EDR) is set to be achieved, and is only reliant now on the final outcome of the decisions of the cases which are due in the first quarter of 2019.

The final component, which foresaw support to increase women´s meaningful participation, is deemed partially achieved. The work and efforts of the project should be heralded as a best practice, as many activities were undertaken in this domain. Unfortunately, the appetite for an official gender quota was not strong enough and this has resulted in only a slight increase of women in the parliament in percentage terms. Nonetheless, the project has contributed to a definite momentum and the desire to rethink strategies on how both the project and the women's movement can be effective in ensuring and strengthening women's political participation across the board. Under the 2018-2019 Project Document, out of

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[36] The project document of 2012/3 have been grouped with that of the first revision carried out in 2014.

a total of 20 activities, 13 were deemed to be achieved, 7 as partially achieved.

As will be noted under efficiency, the monitoring and evaluation framework only afforded indicators to each of the outputs and their activities, and none of the outcomes or the overall outcome has aligned indicators. To this end, the evaluation goes beyond the quantitative indicators fixed by the project document, and has triangulated the information emanating from the documentation provided, the semi structured interviews as well as the project´s own conclusions as to whether a particular component has been achieved. The majority of the scores allocated to the activities coincide with the projects except for a few deviances.

As reiterated above, the project has undergone three extensions. With each extension, the focus has changed slightly. The first revision was more of a no-cost extension and as can be seen from the table below the outputs/activities did not change. The elections were simply postponed, therefore the project continued on the same track. The two subsequent revisions did alter the nature of some of the activities and of course the second revision added the support to the provincial elections in 2016. The list of all of the activities for each component is listed below under each of the five components. The following describes the full range of activities under each output/component and its achievement to date.

Outcome 1: Sustainable Capacity for the Management and Administration of Elections Developed

The body which administers the elections has an important role to play,

and is key in promoting a "genuine electoral process." "The EMB should work transparently, efficiently and professionally and will be expected to supervise and administer the electoral process so that it is conducted fairly, impartially and in accordance with national laws and international standards for elections."

As can be seen from the table below, the original project document had eight activities under Component One and in 2015 an additional two activities were added to include the conduct of the provincial and parliamentary elections. The table below also illustrates that the majority of the activities in essence remained the same however the wording changed slightly in order to adapt to the context and the extent of the support provided in the particular area thus far, as well as reflecting a longer term approach to the capacity provided with each subsequent revision. Nonetheless, while some of the activities built upon past efforts, the indicators and/or targets did not tend to change as frequently, and there were no indicators or targets at the level of the actual outcome of the particular component, which by and large remained the same.

When examining the overall budget, we can see that 30 per cent of the budget was afforded to output 1,1. This is by far the most costly component, but is only natural as the majority of the technical assistance that was considered would more than likely be required for this component. According to the findings of the evaluation, seventy per cent of the ten activities envisaged under the final Project Document, were deemed achieved and twenty per cent were partially achieved. If we were to look at

the overall output, despite 80 per cent of the activities being achieved, the capacity of the management and administration of elections in Lebanon is not yet totally sustainable. This at present is outside of the scope of the project, and has everything to do with the current context under which the project works. To this end the evaluation would deem this entire output only partially achieved. Prior to the 2018 elections, although there was a commitment by the MoiM to ensure a credible electoral process, the efforts to build an elections team within the directorate and to recruit new civil servants in the respective departments has been made difficult in the face of political and administrative deadlock. At present there are only five persons under the DGAR, which have worked very closely with the project to ensure that activities were carried out, and had the outcome desired. During the consultations for this particular evaluation, it would appear that the climate is definitely changing, and both the project informed the evaluation, and the evaluation was able to ascertain that MOIM would like to "continue to collaborate with LEAP in the future in many areas" in order to ensure sustainability. While sustainability is still

sought, the project was still able to provide support in key areas. The project supported the MOIM in a number of areas, and overall the elections were held to be credible by the national and international observers. They were particularly complimentary towards the work of the MOIM. To this end 70 per cent are deemed achieved
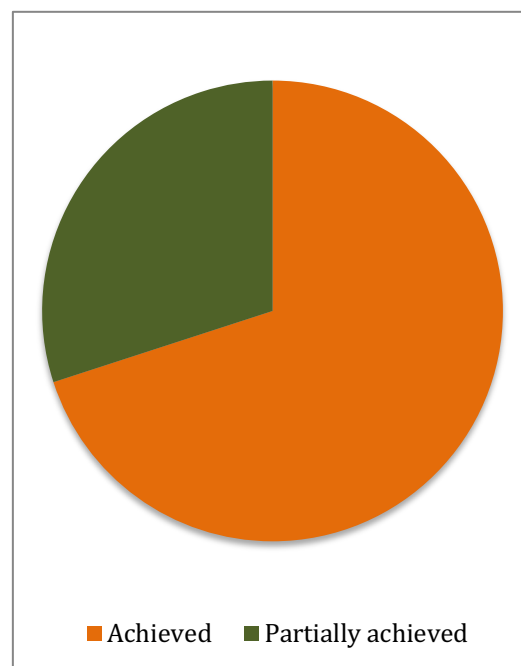
Graph 1: STATUS OF RESULTS FOR COMPONENT ONE 2015-2017

1.1. Support to official initiatives to introduce electoral reform	1.1. Strengthening analytical capacity for policy engagement on technical electoral issues	1.1. Strengthened analytical capacity for policy engagement on technical electoral issues
1.2 Support to the development of an improved results management system	1.2. Increasing candidate registration and results management systems effectiveness	1.2. Strengthened capacity for candidate registration and results management (CRRM)
1.3. Support to the development and delivery of official voter information	1.3. Reinforcing skills in MOIM for external relations and pubic outreach	1.3. Strengthened capacity for external relations on election management responsibilities
1.4. Support to the adoption and implementation of measures to enhance vote secrecy	1.4. Promoting improvements to the electoral framework	1.4. Supporting the implementation of the new electoral framework
1.5. Support to delivery of training and professional development to electoral officials	1.5. Building electoral officials professional knowledge and awareness	1.5. Building Electoral officials professional knowledge and awareness
1.6. Support to improve electoral management practices	1.6. Enhancing election operations effectiveness	1.6. Strengthened capacity for elections operations
1.7. Support to improving access to the electoral process for persons with disabilities	1.7. Increasing access to electoral processes for persons with disabilities	1.7. Strengthened capacity for facilitating electoral access by persons with disabilities
1.8. Support to lessons learned on election management	1.8. Establishing lessons learned process within MOIM	1.8 Conduct of lessons learned on the parliamentary election management
	1.9 Supporting electoral operation preparations and delivery for municipal elections	1.9. Technical assistance to the Qaemaqams and Mujhafaz in the electoral process
	1.10 Support electoral operations preparations and delivery of parliamentary elections	1.10 Strengthened capacity to prepare for parliamentary elections

Table 2: Activities under Component One from 2012-2019

Output1.1. – Support to official initiatives on electoral reform (2012-2014) / analytical capacity for policy engagement on electoral issues.

Under the original project document this output envisaged "the need to support official initiatives by the MOIM and other Lebanese actors to promote electoral reform, in particular through measures to support the passage of electoral legislation through Parliament.

This particular activity is deemed as **partially achieved** under the original project document, as there was very little progress on the discussion of reforms, due to the postponement of the elections, and therefore discussions did not really commence until November 2014.[37] . The project did prepare a number of papers on electoral reform. This particular analysis was prepared as a "non-Paper" for sharing and had limited distribution. The fourth quarter of 2015 did see a breakthrough within the political deadlock and a parliamentary commission was established to discuss electoral reform, unfortunately the work of the committee was not shared with the public and therefore it was difficult to make an impact.

In 2016 and 2017, the project organised a number of events including a conference on the on-going discussions of electoral reform and upon the approval of the country´s first proportional electoral law, the project prepared an official English translation for the law 44-2017 and updated the MoIM website with the new law. Bearing in mind, that the overall objectives of this particular output is to

strengthen capacity for the MOIM to undertake technical analysis on discussions related to the new PR Law and how they may impact on election management preparations, the evaluation concludes that this output is only **partially achieved.** While the project did provide support to disseminating the law, more could have perhaps been done in analysing the law either pre or post elections in order to understand the full technical impact of the law on the system and the election process in the future.

Output 1.2. Candidate Registration and Results Management System.

This activity is deemed to be **achieved.** By 2015 the project had finalised the development of Results Management software in order to modernise the candidate registration and results management of the parliamentary elections. In 2015, subsequent to a holding a simulation workshop, the system was preliminary adopted by the DGPS.

In 2016 a pilot project on a results system was held in the Province of Akkar; the system that was piloted was held to be successful and very efficient in producing results in a minimum amount of time. Nonetheless this was only used during the 2016 process and not the parliamentary elections in 2018.

In 2016, the project also supported the MoIM with the development of an electronic accreditation tool, which contributed to the production of over 1700 badges for national observers, and special visitors.

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[37] Report on activities in 2014 page 2

Other means of support were also afforded in the guise of a number of important exchanges with the first held Arab Electoral Management Body assembly in order to reinforce professional development exchange and cooperation.

> **OUTPUT 1.2** This activity will result in improved operational and procedural frameworks for candidate registration and results management (CRRM) under the new PR law. The activity will provide support to the MOIM to increase its capacity to implement commitments to introduce integrated technological systems, to develop consistent regulatory procedures, to train officials with CRRM responsibilities, and to enable effective CRRM practices for parliamentary elections. Project Document 2018-2019

1.3. Voter Information and External Relations

> OUTPUT 1.3.: This activity will result in reinforced capacity within the MOIM to engage with stakeholders (citizens, voters, media, civil society, observer groups, and political parties) on its electoral management responsibilities. Currently, the MOIM has limited capacities and has *ad hoc* structures for engaging with stakeholders through voter information, public awareness campaigns, social media, websites, civil society liaison, observer accreditation and outreach to political parties and media on electoral management duties. **Project Document 2018/9**

The project has undertaken a number of activities under this particular output, including the promotion of women´s participation in the electoral process. A number of successful voter education campaigns were launched in 2013 and 2014 [38] , although of course in the elections did not take place as scheduled. In 2015, in partnership with the National Commission for Lebanese

Women (NCLW) a number of sessions were undertaken to support them to spread messages on awareness of empowering women. The project also supported women in Parliament to holding a national conference on the "temporary special measures to promote the political representation of women through electoral laws. In 2016, a number of activities included a number of campaigns to promote awareness of the elections including a specific target on women and persons with disabilities. In 2016, the project supported a campaign to encourage citizens to obtain an identification document. A number of other video spots as well as a number of brochures were also produced.

Furthermore during the electoral period, the project established hotlines[39] (in 2018, a total of 973 calls were registered during the voter registration period and 7335 call were answered on the E-Day hotline) as well as establishing on behalf of the MOIM an official "Lebanon Elections" Facebook page and twitter account which reached a high number of persons with 43100 persons "liking" the facebook page in 2018.[40] To this end, this particular output is considered **achieved.**

1.4. Promoting and implementing Improvements to the electoral framework

> **OUTPUT 1.4.** This activity will result in strengthened capacity within MOIM to prepare, develop and deliver improvements to the electoral framework. **Project Document 2018/9**

Perhaps one of most important support to the integrity of the electoral process,

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[38] Indicators of successful campaign in 2014 82% awareness ,81% positive response and 37% impact.

[39] In 2016, 5334 calls were received.
[40] During the municipal elections it was 7,742 likes and 442 Twitter followers.

came in the guise of the request by MoIM to produce a technical paper on the adoption of standardised ballots. The project developed a number of prototypes of standardised single ballots. This work was followed up in 2018 on a feasibility study on the production of pre-printed ballots and the associated technical specifications. 2017 saw the first even election to be held in Lebanon with pre-printed ballots. The use of pre-printed ballots is deemed to have contributed and improved upon the transparency of the process and the voter´s right to secrecy of the vote. To this end this output is deemed **achieved.**

1.5. Electoral Officials Professional knowledge and awareness

> **OUTPUT 1.5.** This activity will result in enhanced knowledge and awareness by electoral officials of professional electoral management responsibilities through the development and delivery of appropriate targeted training programmes. **Project Document 2018/9.**

The project undertook a number of activities to enhance the knowledge and awareness of electoral officials. This included a number of exchange visits, BRIDGE training (see under sustainability for more details), a number of manuals were produced for both elections, including training tools such as the polling manual and related elections law as well as training on the CRS/RMS system for the 2016 municipal elections. The very few interlocutors spoken to, commented that the training was useful and essential however for the 2018 elections given the complexity of the new system, they would have liked to have had more training. In general observers "positively assessed

the administration of polling and noted that although counting was transparent, established procedures were not always followed." [41] Furthermore, while the project supported the training of the key staff, MOIM was responsible for the cascade training. There were some reports that not everybody was trained. Notwithstanding, the evaluation concludes that this is **achieved**, **although mechanisms to ensure a better follow through on the cascade training could be adapted for future processes.**

1.6. Strengthen capacity for election operations

> **OUTPUT 1.6.** This activity will result in enhanced capacities for elections operations within the MOIM and affiliated agencies for all stages of the electoral cycle. **Project Document 2018/9.**

The project supported a number of processes whereby they procured equipment for the operation room and also prepared an assessment of the main operational needs, estimated budgets and drafted timelines of implementation. The electoral calendar was established with the support of the project, and hangs proudly on the walls of the MOIM staff. In 2014 the project prepared technical specifications for the procurement of equipment such as ballot boxes and indelible ink. In 2018 elections the project supported the procurement and delivery of 1500 new ballot boxes as well as the 15,000 light carton polling booths and 15,000 polling official uniforms. While the quality of the items procured was good, there were some critiques of the sturdiness of the polling booths as well as the capacity of the ballot boxes. The

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[41] EUEOM Final Report.

inconsistency of the quality [42] of the booths was raised with the PSU and as there was no threat to the integrity of the process, the incident was recorded as a lessons learned for the PSU to ensure better quality control in the future. This particular objective is therefore considered **achieved.**

1.7. Access for persons with disabilities

> **OUTPUT 1.7.** This activity will result in increased access by persons with disabilities to access the electoral process through measures taken by MOIM. **Project Document 2018/9.**

The project prepared a number of activities to improve the access of persons with disabilities to access the electoral process. This included a draft assessment of PWDs political rights and accessibility. In 2016 the project also produced a video on behalf of the MOIM that illustrated a proposal for a new voting procedure for the PWDs. In 2017 the project also produced a guide on political participation of PWDs in collaboration with the Lebanese Physical Handicapped Union (LPHU). The project also awarded a grant to LPHU to organise and conduct an assessment on the accessibility of ten pilot polling stations. Unfortunately during the 2018 elections, despite a number of promises by the MOIM to facilitate access, the requests made by the PWDs were largely ignored and the overall target of ensuring 50% of the polling stations being admissible to PWDs was not **achieved.**

1.8. Lessons Learned

> **OUTPUT 1.8.** This activity will result in strengthened capacity of MOIM to undertake on-going review of the role it plays in election management. **Project Document 2018/9.**

After any election, a lessons-learned exercise is paramount to understanding the challenges and weaknesses of holding an election as well as highlighting what worked well. After the 2016 municipal elections a report [43] on main achievement, challenges, and recommendations was drafted.

A lessons learned report for the other outputs as well as the 2018 parliamentary elections are still to be finalised. To this end, this output is deemed to be **partially achieved**.

1.9. Support to the Municipal Elections and to the Qaemaqams and Muhafaz

> **OUTPUT 1.9.** This activity will result in enhanced distribution of electoral materials in the electoral process. **Project Document 2018/9.**

In 2016, the project afforded support to the municipal elections including the procurement of a number of items including laser jet printers, accreditation badges and well as a number of activities to ensure that preparedness and readiness of the governmental and local stakeholder to conduct the respective activities. In 2018, support was afforded to the Qaemaqams and their staff on the electoral process specifically on the deployment of polling officials, dispatching and distribution of

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[42] Among the samples inspected, there was note of a slight limp on the legs of the booths, and depending on how it's assembled, there was also a minor issue with the reinforcement flaps.

[43] The report comprises a matrix of quantitative and qualitative indicators that serve as a baseline for the 2016 municipal elections.

electoral materials. This output is deemed **achieved**.

1.10. Strengthened capacity to prepare for parliamentary elections

> **OUTPUT 1.10** This activity will result in strengthened capacity of MOIM to undertake preparations for the parliamentary elections. **Project Document 2018/9.**

While this output is a standalone output, many of the activities held under output one also contributed to an election, which was deemed to be credible and transparent by the international community, albeit with a relative low voter turnout of 49.68 per cent. This output is deemed **achieved.**

Outcome 2: Capacity for the Supervision of Election Campaigns increased

The Supervisory Commission for Elections (SCE) is established under the new electoral law[44] and is mandated to monitor and be a regulatory body mandated to supervise the elections independently while remaining in coordination with the MoIM. Its main tasks are to supervise campaign finance and that of ensuring that the media comply with campaign regulations. Despite the independence of the commission being cited in the law, the commission remains "financially dependent on the government and has no powers to investigate, adjudicate or sanction breaches". In almost all the observer reports, these weaknesses

were highlighted and in some instances the SCE was not considered to have completely fulfilled its mandate. To this end the evaluation concludes that the overall outcome is only partially achieved.

This component was awarded five per cent of the budget and under the 2012 and 2013/2014 project document, the output had five activities, but in 2015 only two and the latest project document it had three, the last one being a lessons learned exercise. When examining the latest project document, and its outputs, only one of the outputs is deemed to be **achieved**, the other two are considered only **partially achieved.**

■ Achieved ■ Partially achieved
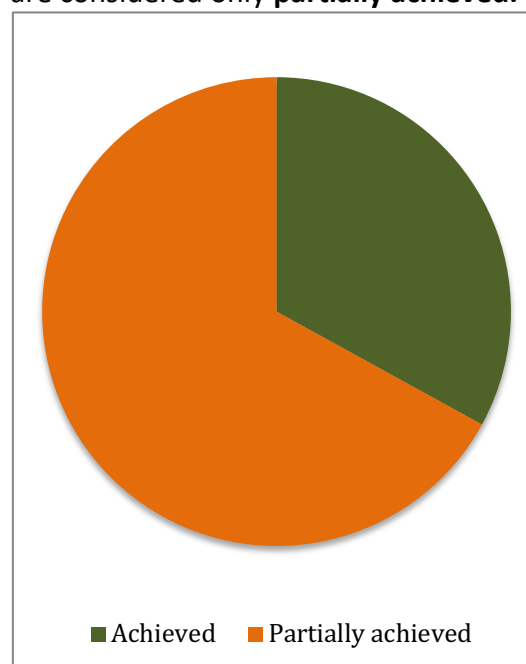
Graph 2: STATUS OF RESULTS FOR COMPONENT TWO

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[44] Under the previous law, the SCEC has a legal obligation to provide candidates and media outlets with information on their compliance with the framework for campaign supervision, such as the ceiling limits for campaign spending, or the fixed prices for advertising. The SCEC also has an obligation to inform stakeholders that they

may take action against possible violations of the regulatory framework, including responding to where citizens may bring complaints that allege violations.

2012-2013 and 2014 Prodoc	2015-2017 Prodoc	2018-2019 Prodoc
2.1 Support to the establishment and development of the Supervisory Commission.	2.1 Strengthened operational capacity for establishing a supervisory body for electoral campaigns.	2.1. Support in the establishment of the Supervisory Commission.
2.2 Support to the establishment and development of the Supervisory Commission	.2.2. Improving the regulatory framework for campaign supervision	2.2. Strengthen the capacity of the SCE to perform its attributions
2.3. Support to enhancing transparency in campaign supervision.		2.3. Support to the post electoral SCE institutional capacity and lessons learned on elections monitoring and supervision.
2.4. Support to the accreditation of election observers and journalists.		
2.5. Support to lessons learned on campaign supervision.		

2.1. Capacity of the SCE for the monitoring of Elections increased

> **OUTPUT 2.1.** This activity will result in an increased institutional capacity for the establishment of a supervisory commission with responsibility for campaign supervision. **Project Document 2018/9.**

LEAP lent support to establishing the SCE in late 2017 and early 2018, without which, it would have been impossible to set up "shop" and it would have not been able to have completed simple tasks. Due to the limited support [45] afforded to the SCE by the MOIM and the government in financial terms, the project ended up refurbishing and adapting a hired space from scratch in order to allow the SCE to function. Many, including the commission believed that technical assistance should have been afforded, although in the previous process in 2018, it might have been difficult to find the space. To this end, the overall conclusion for this particular component is that it was partially achieved. The SCE still need technical support, and the on-going electoral cycle should be taken advantage of in order to build this capacity.

The project also afforded technical assistance in the guise of the electoral advisor as well as the CTA and in 2013 prepared a draft operational plan for the establishment of the SCEC. In 2017, the project provided a briefing toolkit for the 11 SCE members. The project also supported the training of the media monitors through the Maharat Foundation, although the morale of the staff was not optimal as many were not paid on time due to the lack of finances.

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[45] The MOIM signed and paid for the lease agreement of the SCE office.

Despite the training and the support of equipment, the MOIM also provided equipment but subsequent to the elections. This output is considered to be **achieved**.

2.2. Strengthen capacity of SCE to perform its attributions

> **OUTPUT 2.2.** This activity will result in an improved regulatory and procedural framework for the supervision and monitoring of the election campaign, including campaign finance and media coverage, and the methodology for the undertaking of monitoring compliance with the regulatory framework. **Project Document 2018/9.**

As reiterated above, the SCE was considered to be a weak institution, and all interlocutors agreed that the weakest part of the electoral process was the SCE. It is unclear as to the extent of the commitment of the MOIM in ensuring the smooth and efficient running of the SCE, and currently its future sustainability is in question as it is unclear who will be the new members and when they will be selected. The project did provide support in the guise of a number of workshops and drafting the weekly media monitoring reports. Nonetheless the support was not sufficient and the SCE was in dire need of technical support in almost all areas. The project was unable to provide such support due to the very tight timeframe the government had to set up the SCE and the fact that many of the LEAPs resources were taken up establishing the SCE physical infrastructure. To this end, this particular output is deemed to be **partially achieved.** Once the SCE is firmly established, the project should provide operational and legal assistance to ensure that the knowledge and procedures are built to ensure that it is an effective and sustainable institution for the future electoral process.

2.3. Support to the post-electoral SCE institutional capacity and lessons learned on elections monitoring and supervision.

> **OUTPUT 2.3.** This activity will result in a strengthened capacity to identify opportunities for improving the sustainable and effective supervision of election campaigns, and a continuous support of the SCE institutional capacity. **Project Document 2018/9.**

Subsequent to the elections the project continued to provide advisory support and is at present (at the time of writing the report) is supporting the lessons learned process, which is still not finalised. This output is also deemed **partially achieved.**

Outcome 3: Capacity for Voter Education and Public Participation Initiatives in Electoral Processes Built.

This component accounted for seven per cent of the budget and there were two outputs under the 2015-2017 project document and three under 2018-2019. The evaluation deems 3.2 not achieved and the other two out puts to be achieved.
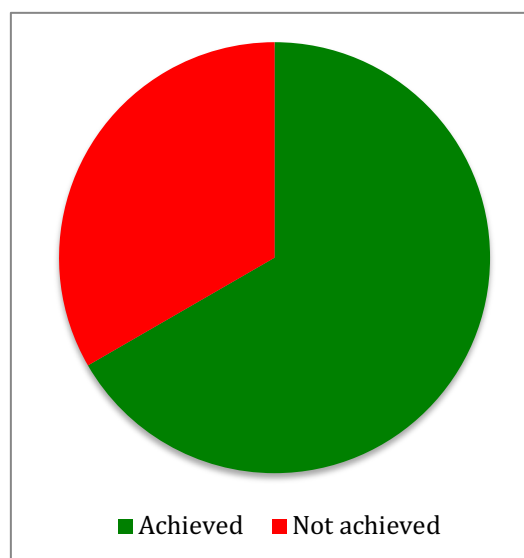
Graph 3: Status of results for component Three

2012-2013 and 2014 Prodoc	2015-2017 Prodoc	2018-2019 Prodoc
3.1. Support to building stakeholders capacity in voter education.	3.1. Expanding access of local stakeholders to voter education and electoral knowledge.	3.1. Facilitating opportunities for voter education and information sharing.
3.2. Support to targeted voter education campaign.	3.2. inclusive and informed processes on changes to the electoral framework put in place.	3.2. Inclusive and informed processes on changes to the electoral framework are put in place.
3.3. Support to lessons learned on voter education.		1.3. Support civic education initiatives to improve citizen knowledge and understanding.

Table 3: Overview of Component Three from 2012-2019

3.1. Facilitate opportunities for voter education and information sharing

> **OUTPUT 3.1.** This activity will result in increased awareness of Lebanese stakeholders of electoral issues.**Project Document 2018/9.**

The project afforded support to voter education throughout the duration of the project, this included the establishment of a number of technical groups in 2013 and 2014. In 2015 a number of sessions took place, which highlighted women´s political participation, electoral systems and temporary special measures. For the municipal elections, the project developed and produced a number of different radio, cinema and TV spots as well as billboards and the distribution of fliers. In 2017, it launched the voter registration update awareness campaign and designed a number of voter education campaigns in 2018:- these included the following:-

- Voter Registration Public Awareness Campaign – developed on behalf of MoIM
- Voter Education "Get out the Vote" Awareness Media Campaign – developed by UNDP
- Voter Information Campaign – complementing the overall Voter Education Campaign developed by MoIM.

All these campaigns were procured following the UNDP rules and regulations, in a competitive and open procurement process. From this perspective the selected contractors/firms were the best value-for-money and in the last two cases, the procurement was processed by the UNDP CO Procurement Unit. While some of these campaigns commenced quite late in the process due to the electoral environment, they were deemed as successful and to this end 3.1 is **achieved**.

3.2. Provide inclusive and informed processes on changes to the electoral framework

> **OUTPUT 3.2.** This activity will result in an informed, inclusive and participatory process on the new reforms included in the new PR Law (44/2017) **Project Document 2018/9.**

On the other hand, 3.2 which endeavored to ensure an inclusive and informed process on changes to the electoral framework are in place was **not achieved**. The project had made preparations to support civil society and other groups through a series of activities in the reform process, but this did not come to fruition as the process

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was closed and very little consultation was provided. Notwithstanding, the project did support a number of activities including a conference with the participation of the MoIM, parliamentary commission, all relevant CSOs and NGOs and donors on the electoral law/reforms. The project also developed and printed a compilation of the main 7 draft laws in English and Arabic. In 2017, the project supported the new electoral law 44/2017 being uploaded on the MOM website as well as its translation into English. A number of info sessions with students on the new law also took place as well as the development and printing of a guide on the provisions of the new law with a focus on women participation.

For the elections the project developed and printed posters with instructions on how to vote, which were posted in all 6900 polling stations.

3.3. Support Civic Education Initiatives to Improve Citizen Knowledge and Understanding

> **OUTPUT 3.3.** This activity will result in increased awareness on core civic education knowledge related to civic participation and democratic consolidation. **Project Document 2018/9.**

This particular output enabled young and first time voters to receive relevant information on how to vote. This included a number of jingles and materials including videos, as well as 2 TV ads and 3 animation clips on social media on how to vote. While this output it deemed to be **achieved**, its actual impact is not yet ascertained, as it is unclear as to what impact this had on the youth and first time voting.

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[46] UNDP LEAP Full Prodoc 2012-2013

Output 4: Capacity for the Resolution of Election Disputes Improved

Achieved
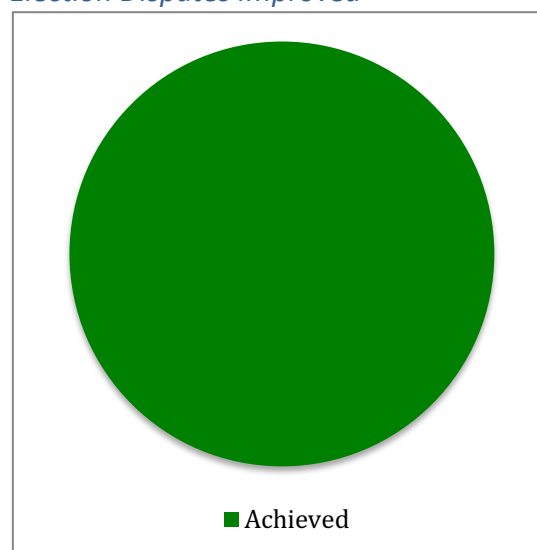
Graph 4: Status of results for Component Four

The fourth component accounts for approximately 3 per cent of the budget and envisioned the strengthened capacity for the resolution of electoral disputes for the elections. It originally based its vision on the "identified needs to build and support the capacity of the institutions with the mandate for resolving electoral disputes in Lebanon to perform their responsibilities in an effective, transparent and credible manner so as to build public confidence in the electoral process."[46] The original project document had three outputs, the second revision only had two and the latest project document had three outputs. The three project documents envisioned almost the same activities, with the final document adding another output on providing assistance to the CC during the post electoral period. All three outputs are considered as **achieved,** although **the capacity of the CC may well need to be reviewed when the final results of the process come out (estimated to be January 2019) and a new CC is established.**

This particular output was deemed entirely successful and all activities were successfully carried out resulting in an evaluation stating that all of them had been achieved. The support afforded to the Constitutional Council not only enabled the Council to be more transparent, but allowed important historical decisions to be archived and become accessible to persons outside of the country by posting them online and ensuring translations into English and French.

2012-2013 and 2014 Prodoc	2015-2017 Prodoc	2018-2019 Prodoc
4.1. Support to raising awareness on electoral disputes resolution.	4.1. Supporting a transparent and accessible election dispute resolution mechanism.	4.1. Support a transparent and accessible election dispute resolution mechanism.
4.2. Support to judicial bodies on electoral dispute resolution.	4.2. Strengthening the capacity and accessible election dispute resolution mechanism.	4.2. Strengthen the capacity for election dispute resolution.
4.3. Support to lessons learned on EDR processes.		4.3. Provide technical assistance and support to the Constitutional Council during the poste electoral period.

Table 4: Overview of Component Four from 20112-2019.

4.1. Support a transparent and accessible election dispute resolution mechanism

OUPUT 4.1. This activity will result in increased transparency and accessibility for stakeholders to election dispute mechanisms. **Project Document 2018/9.**

The project carried out a number of activities to increase the transparency of the EDR, including a report on its overview and needs as well as two publications on its role in the parliamentary elections. Furthermore it produced a number of guidebooks as well as a toolkit including a guide entitled "Complaints and challenges related to parliamentary elections 2018." In total, 17 complaints were submitted to the CC, as opposed to 19in 2009. The adjudication of these complaints (2018) was still on-going at the writing of this report.

4.2. Strengthen capacity for election dispute resolution

OUTPUT 4.2. This activity will result in increased capacity of national judicial bodies to address election disputes in a professional, independent and transparent manner. **Project Document 2018/9.**

While the CC claimed they did not require technical support in the traditional sense, the project supported the CC in a number of ways. This included the provision of essential IT and archiving equipment, and the development of a standardized management system as well as the official CC website with a decisions search engine and online resources. These efforts ensured a greater transparency of the process as well as efficiency of the recording of results, as well as supporting the translation of decisions into French and English and the transition of all the council's

decisions from 1994-2016 in two volumes which assured institutional memory and is line with international best practice. "The adjudication process can be undermined where there is a lack of public confidence in the independence and impartiality of the judiciary,"[47] however this is not the case in Lebanon. Nonetheless, the expediency of the results from the ensuing complaints is still not in line with best practice, [48] which recommends that courts "have short deadlines for resolution of electoral complaints so candidates will not be disadvantaged by delays" and "Challenges to the election results are adjudicated before the final results are certified."[49]

4.3. Provide technical assistance and support to the CC during the post-electoral period.

> **OUTPUT 4.3.** This activity will address the expected need to support a comprehensive review of EDR processes, as well as identifying where reforms may be needed on the legal and regulatory framework for EDR in future elections. **Project Document 2018/9.**

A Lessons learned workshop is yet to take place, and will not do so until after the issuing of the results of the complaints which are still being adjudicated.

Outcome 5: Capacity for the Women´s participation and Representation in Elections Built.

This particular component accounts for 5 per cent of the budget and is intended to strengthen capacity of national actors to improve the participation of women in elections. One of the key ambitions for the project was to promote and implement the use of a gender quota. "An increasing number of countries are currently introducing various types of quota, in fact half of the countries of the world today use some type of electoral quota for their parliament." [50] Despite the key efforts of the project, a quota for females was not established.

Unfortunately the introduction of a quota system met some resistance, and despite the projects efforts to support the introduction of a quota, the new election law did not include a provision for a quota. As a result, during the 2018 parliamentary elections, only 6 women won an electoral seat (4.7%). Nonetheless, despite the low representation of seats, many more women did run for candidacy and therefore this particular output is considered partially achieved by the evaluation.

■ Partially achieved
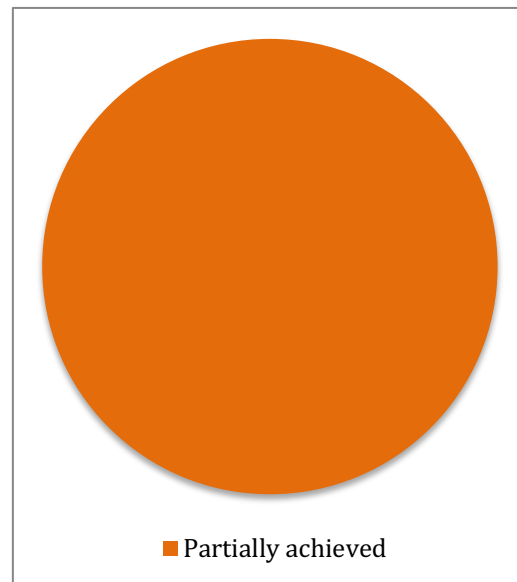
Graph 5: STATUS OF RESULTS FOR COMPONENT FIVE

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[47] EU Handbook on Election Observation 3rd Edition
[48] The elections took place on the 6th May 2018 and as of December 2018, the CC had still not issued their final decision.

[49] Ibid
[50] https://www.idea.int/data-tools/data/gender-quotas/quotas.

11

2012-2013 and 2014 Prodoc	2015-2017 Prodoc	2018-2019 Prodoc
5.1. Support on issues related to improving election participation of women.	5.1. Strengthening the capacity on measures to improve women's participation in elections.	1.1. Strengthening women's capacity to participate in the electoral processes.
5.2. Support to targeted campaigns to increase electoral opportunities for women.		
5.3. Support to lessons learned on electoral participation by women.		

Table 5: Overview of the Component Five from 2012-2019

5.1. Strengthen capacity for women´s participation in the electoral processes

> **OUTPUT 5.1.** This activity will result in strengthened capacity of national actors to improve the participation of women in elections .**Project Document 2018/9.**

The project made a number of concerted efforts to promote and increase awareness of the participation of women in the electoral process. This included a number of trainings, info-sessions and advocacy events, as well as the training of 23 candidates who ran for election in 2018.[51] The project also produced a number of thematic guides informing women on how to vote and register as candidates as well as a

number of brochures explaining the "Women´s quota in the Lebanese elections system", and the "Participation of Lebanese Women in Political Life/Quota and TSEs)." While these efforts did not result in the approval of a quota, it did help contribute towards a new momentum whereby women are regrouping and rethinking their strategy on how to further promote women´s participation in the electoral process as well as examining ways of ensuring women´s effective participation in political life.

A lessons learned workshop [52] took place in September 2018 with the key objectives of:
· Evaluating the parliamentary elections from a gender perspective and identify challenges, best practices and lessons learned;
· Exchanging views and visions on the electoral reforms among main stakeholders; and
· Provision of short term and long term recommendations to form part of the gender strategy for the next cycle

Furthermore, the project is currently developing a thematic brochure on the 2018 Parliamentary Elections from a gender perspective this would include an in depth assessment of 86 women candidates results such as:
- Disaggregated results by gender, districts, age, civil status and seats;
- Timeline of the Women in Parliamentary Elections in Lebanon;
- Recommendations for the next cycle.

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[51] Unfortunately none of them won a seat.
[52] More than 22 participants attended the workshop representing the seven main political parties, OMSWA,

NCLW, WIF, LADE, MAHARAT, NDI, UNISCOL and UN Women.

4.2.3. Political or cultural context ´impact on the project

As was reiterated above, the political context has obviously had a profound effect on delivery and the extended timeline of the project. Furthermore, while the project did its best to ensure that different scenarios were planned for, and the time in between elections was used to ensure better quality and more informed assistance, the short deadlines that the project had to work to, despite the long interval between the postponement of the elections and the actual election taking place, has meant that the overall timeliness and effectiveness of the electoral assistance provided was sometimes influenced by tight deadlines and stakeholders capacity and/or willingness to deliver on time.

Furthermore, given the difficult political context, the cultural element and the complex electoral system, "parachuting in" of key consultants was not practical, and over the course of the years the project tended to rely on the national expertise that has been built up over the course of the project. The experience, expertise and commitment by the national staff is a key point of its success, although there maybe a need to enhance some technical knowledge in more advanced technical electoral knowhow for the future elections in order to keep up with technical progress and the latest innovative tools for election assistance.

The cultural context, as reiterated above, also played a key role in the success of some of the outputs. Many of the outputs that are deemed only partially achieved, such as the participation of PWDs and women, are largely influenced by behaviour, which

in turn can be connected to culture. This rings especially true when one considers the cultural barriers to promote and introduce a gender female quota. While many people supported the adoption of the quota; a number of key political figures/parties did not support the quota. This was due to cultural beliefs that are overwhelmingly influenced by the patriarchal set up of Lebanon.

4.2.4. Mechanism of coordination with main stakeholders and donors

The reputation of the project and the relationship it enjoys with the MoIM is at its strongest yet. In the first couple of years of the project, the relationship between the project and the MoIM was weaker and the project did not enjoy an exceptionally collaborative relationship. This was due in part to personalities, but also the actual political context of the time was even more uncertain, and this played a important role in the overall effectiveness of the project. While support was requested, there was very little interest in the project and its results during the period when there was no clear timeline for the elections. To this end, it was sometimes very difficult to plan ahead, due to the main counterparts reluctance to engage in such an´ uncertain environment.

Notwithstanding, as the timelines became clearer and indications for an election to go ahead existed as well as a change in management of the project, the relationships between the key stakeholders and the project as well as the donors went from strength to strength. The ProDoc did establish a number of official mechanisms to coordinate between the main stakeholders, however as will be indicated under efficiency, a more informal approach to communication,

identification of priorities and decision-making was carried out. The project met and continues to meet the MoIM on a daily basis who is satisfied "with the performance of the project and considers that they always carried out what was agreed upon."

4.2.5. Establishment and maintenance of sustainable and efficient partnerships and cooperation

The project enjoys a good reputation and is seen to be collaborative and flexible in their approach. The type of relationships enjoyed by the project can be categorized by those who the project directly affords technical assistance to, ie the MOIM, the Constitutional Council, the SCE and to a lesser extent some civil society organizations and other partners who have either benefitted from the project or a close collaboration has been set up in order to achieve common outcomes.

When looking towards the latter, the United Nations places a "strong emphasis on joint assessments and collaborative programming and support by UN agencies with a view to catalysing joint efforts and maximizing the results and impact of UN support." Such collaboration took place between the project and the parliamentary project that enjoyed "an excellent collaborative relationship" and undertook a number of events together including in the promotion of the participation of women. In the latter half of the project, the project established a collaborative relationship with the UNDO Social Stability project, as a number of synergies existed between the two projects. Nonetheless despite these synergies, the collaboration came too late to have any genuine impact on the process, and while some useful

information was collated, the project was unable to use the information as envisaged and an opportunity between the two projects were not entirely galvanized upon.

In 2017-2018 UNDP and UN Women signed a Memorandum of Understanding (MoU) to work together in the development and implementation of a women empowerment road-map for the 2018 parliamentary elections, it is hoped that this will open up room for future collaboration and ensuring that the expertise from both agencies is utilized to its fullest. Collaboration with other UN agencies has been less evident but still very pertinent.

4.3. EFFICIENCY

The projects rating for efficiency is deemed **highly satisfactory.** The project has ensured a high level of technical assistance and support using the minimum of resources, and has tended to rely on national experts, which has contributed to its success and effectiveness. Despite the project not necessarily following the established framework in the ProDoc with respects to sharing of information, the project is highly regarded and many of the interlocutors consulted highly appreciate the projects efforts to keep them informed not only of the projects performance but updated on the situation in relation to the elections.

4.3.1. Efficiency of terms of technical assistance and advisory support

As reiterated above, the original project document envisaged electoral support rather than a capacity building programme. As the project was extended, the project was revised a number of times, however with an ever

changing timetable and uncertainties in the political context as well as the current set up of the MoIM which currently implements the elections, long term assistance in the guise of sustainable capacity building has been difficult.

The relationship with the MoIM has improved enormously, however the relationship has been strained in the past, particularly at the beginning of the project, whereby the project did not enjoy a particularly fluid relationship with its key interlocutors and therefore the projects ability to transfer knowledge and advice was particularly weak.

Notwithstanding, the relationship with the MOIM has greatly improved since 2015, and the MOIM is highly satisfied with the project and its results and many of the interlocutors spoken to state that the project was pivotal in the success of the elections as they provided a number of key elements which without them would have made the elections near impossible. Many of the interlocutors also cited that UNDP´s reputation was very high, and was very well respected amongst the MOIM. The project whose resources in essence were limited as they had to spread out over a number of years and work permanently under the premise that the elections could be cancelled at any time, always demonstrated flexibility and readiness to align themselves with the changing context.

Unlike other election support projects, the use of international staff and consultants was only used in particular circumstances, and the technical expertise emanated from the CTA and local staff. When looking at the

beginning of the project, many more international consultants were used. The reason for this may have been because it was the start-up of the project, but the number of international experts was substantially reduced by 2015, whereby only a handful of international consultants were contracted. The use of national expertise was essential to the efficiency and the effectiveness of the project. While the postponement of the elections was indeed seen as a challenge, the project was able to galvanize upon this, and has as a result built a good level of local expertise in the electoral process.

The use of persons well acquainted not only with the process but the cultural and political context was essential, and enabled the strong relationship, which the project enjoys today. The project, which was originally envisioned to last for a little over a year, is now in its fifth year and out of the twenty staff (FTAs and service contract) which have passed through its doors, seven have left and there are still ten persons working for the project. Approximately 65% of these staff joined in 2012/2013, with a remaining few in the subsequent years of the project. A number of key staff have held various positions and have undergone internal re-assignments to new roles and have as a result demonstrated the utmost commitment and professionalism towards the project. This is coupled with the expertise the national staff have acquired over the years of the project who continue to demonstrate passion and commitment towards the project and its goals. The use of national staff has therefore proven very efficient and this should be recognized in the future by improving and building on the

already acquired skills in specific areas of technical electoral assistance.

4.3.2. Project Expenses

The project was originally funded by UNDP[53], USAID, the UK and the EU with a total of USD$ 5,343,340.53. Notwithstanding, the subsequent delays led to a number of no cost extensions both by USAID and the EU. The agreement for the UK was signed from 1 October 2012 and was finalized in December 2015.

**Funding of LEAP from 2012-2013**
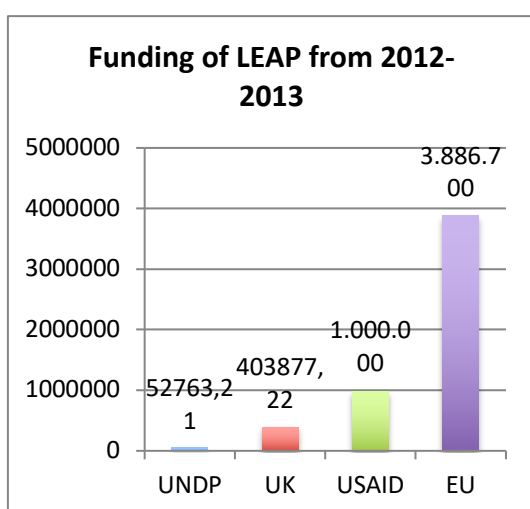
The USAID agreement extended from 1 September 2012 to the 31st March 2014. There were two no cost extensions, the first one signed on 29 August 2013 and the second one on 29 December 2013. With regards to the EU, who is evidently the largest donor, provided a number of payments under three different agreements. The first one illustrated was for USD 3,886,700.00, which underwent three no cost extensions signed on the 15 November, 2013, 22 December 2014 and on 13 December 2016 respectively in order to cover the costs of the elections being delayed. The EU contributed a second tranche of funds for USD2,455,902.31 with the

agreement extending from 1 January 2014 to 31 December 2017. Two no cost extensions were signed, the first one on 22 December 2014 and the second one on 13 December 2016. With the extension of the project beyond the municipal elections, both the EU and the USAID contributed more funds. The EU afforded a further US$3,382,775.00 under an agreement form 1st January 2018 to 31st December 2019 (The agreement was signed on 29th March 2019) and USAID a further USD$ 1,000,000.0 in an agreement signed on 2nd January 2018 which extends till 31 December 2019. The agreement was signed on the 23rd March 2018. In 2017 an agreement was also signed with UN Women. The initial agreement was signed on 5th October for USD100,000 and addendum to this amount was later agreed on 22 April 2018, resulting in USD$69,498.00.

Component	Expenses	Percentage
1	$2.943.336,52	30%
2	$514.335,79	5%
3	$663.145,34	7%
4	$282.577,44	3%
5	$323.940,86	3%
6	$5.199.153,59	52%
TOTAL	$9.926.489,54	100%

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[53] Date of commitment of Funds October 2012. Funds expired at the end of 2013.
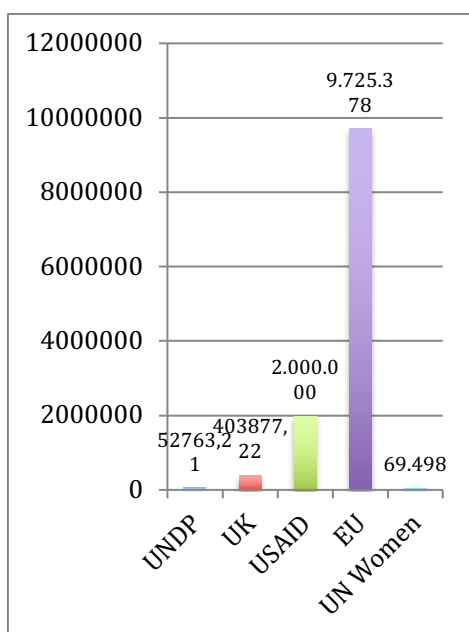
Graph 6: Overall funds contributed to LEAP over the lifetime of the project

The project to date has received approximately USD12,183,017.94 and has spent as of October 2018, USD$9,926,489.54 which accounts for just over 81 per cent of the budget. The no cost extensions more or less coincided with the three extensions of the project. The first of these took place in September 2013, the second revision at the end of 2014 and the third revision at the end of 2017.

As was reiterated under effectiveness, Component One has been afforded the highest proportion of funds amongst the five components, with component Two and Three being appropriated with five (5) per cent and seven (7) per cent respectively. Both Components Five and Six received three (3)per cent of the overall budget. Component Six which covers the project management costs including project evaluation costs, project personnel (staff), +Project operations costs (office rent & running

costs) , Project visibility and project overheads (GMS & project direct costs) accounts for just over 52 per cent of the budget.
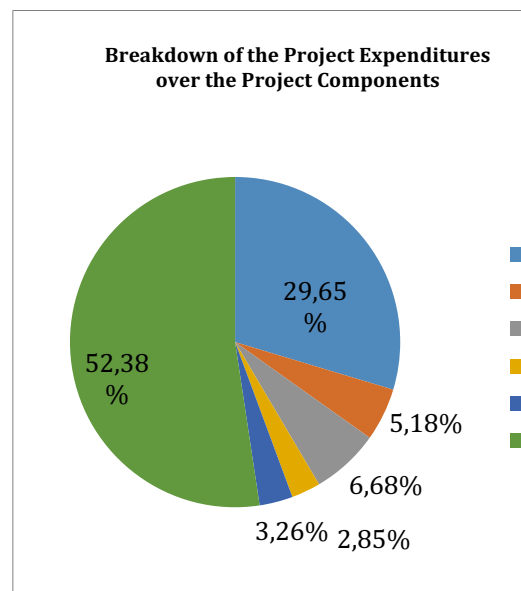
Graph 7: Breakdown of the Project Expenditures over the Project Components

4.3.3. Project management [54]

The project document foresees a four pronged set up to oversee the management of the project. The first of these is the project Board/Basket Fund Steering Committee, which essentially has the "responsibility for providing oversight of the project management through consensus approval of project plans and revisions and offering guidance on management decisions when sought by the CTA."

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[54] The review of the governance structure should be done in terms of donors' engagement, partners, decisions making,

tasks/plans, concentration of support and the role of the government.

Project Organisation Structure

1. Project Board

Senior Beneficiary (MOIM, SCEC, CC) | Executive: UNDP | Senior Donor Representatives: USAID, EC

2. Project Assurance:
UNDP Governance Programme

3. Chief Technical Advisor (CTA)

4. Administrative Support Services (Project Team)
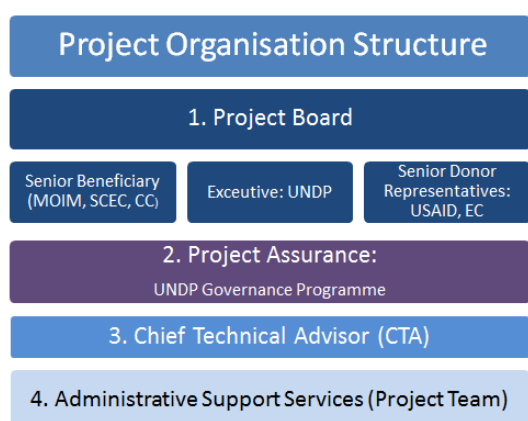
Image 3: Project Organizational Structure

The members of the Board include representatives of the UNDP Country Office, the primary project beneficiary (MOIM) and the CTA on behalf of the project. The original project document cites that the Board will be "held at regular intervals of at least every two months or as frequently as necessary."[55] The subsequent revisions of 2015-2017 and the present project document cited that regular meetings will follow "as frequent as considered by the board or when convened by the CTA." In total, over a five year life span, there were only two project board meetings held. The last one was held in December 2017 which resulted in the board taking the decision to award a no cost extension to the EU funded projects in order to maintain the assistance to the MOIM for the organization of the elections. While such infrequent meetings are not normally best practice in UNDP projects, "large extensive meetings" according to one interlocutor would have been inefficient, and preference was given to having "regular, quick and "straight to the point meetings." This type of a more informal setup was considered as far more effective by all the interlocutors consulted as the situation "changed often and abruptly (particularly

between 2013-2015) and a formal board meeting would have been unable to capture the quick changes and decisions required in the complex political environment in which the project had to work". Furthermore, in view of the sensitivities and volatility of the electoral context, a closed dialogue between all the key actors was considered more effective and efficient and allowed the project to aptly address the needs and the changing priorities of the electoral process.

The second tier was the project assurance of the project, for which the responsibility lay with each of the Board members. The UNDP governance programme manager undertook the project assurance role. This was supported by the monitoring and evaluation framework, which regularly kept track of the progress of the indicators as well as the project undertaking a number of surveys on voter education.

The third and fourth layer of oversight was that of the project team itself which is headed by a chief technical advisor/project manager who was responsible for the administration and management of the project on a day to day basis. The CTA as well as reporting to UNDP, and informing the Resident Representative and Country Director of the latest political developments as well as the progress of the project itself, also had a role to report to the Special Coordinator of UNSCOL providing updates on the project and having frequent exchanges of information on the electoral process and the projects progress to achieve the results envisioned. Nonetheless, a number of

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[55] This was also included in the first revisión of the project document.

interlocutors, in line with the recommendations emanating from the NAM, which took place in 2014, considered that the project with UNSCOL could have been more strongly integrated, and coordination, albeit present, could have been more pertinent. [56] The CTA also regularly reported to the focal point at Department of Political Affairs (DPA) and Electoral Affairs Division (EAD) and provided them with regular and comprehensive updates on the progress of the project and its ability to mitigate any particular political sensitivity, which might impact on the performance of the project.

Project Coordination

As well as the overall oversight of the project, a number of other coordination mechanisms were established in order to ensure the dissemination of the progress of results and to avoid duplication. In the original project document and the two subsequent revisions, a Technical Working Group (TWG) was envisaged to ensure that "coordination efforts brought all key actors in electoral assistance with the aim of sharing information and joint management of external risks that may impact on the effectiveness of the electoral assistance". Such a forum provided the opportunity for the providers of electoral assistance, including donors and implementers to meet on a regular basis and to ensure effective coordination of their work. The TWG took place in 2013 and 2014. Subsequent to 2015, the format of the

formal Electoral Forum changed and was not held until March 2018, which was led by the MOIM with the participation of the Ambassadors, UNSCOL and UNDP.

Under the last revision of the project document, the project was cited as participating in a number of different coordination mechanisms with once again the same goal of sharing information and joint management of external risks that may impact on the effectiveness of the electoral assistance. This was achieved through a number of informal briefings and many of the international partners stated that they were well informed by the project of both the status of the progress of the project as well as the electoral cycle and any imminent obstacles to the holding of transparent and inclusive elections.

In order to replace the TWG, a number of meetings took place at the EUD premises in the run up to the municipal elections in 2016 and the parliamentary elections in 2018. These were less formal than the previous TWG, and enabled EU member countries and like-minded states (Australia, USA and Canada) the space to talk about the process. LEAP would give a technical brief and overview of the current situation which was followed by numerous questions and discussions around relevant topics. These meetings were organized every two months or ad-hoc/whenever needed. The forum was appreciated by the interlocutors consulted and "permitted the

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[56] In line with the principle of integration, as established in 2008 by the Policy Committee Decision (2008/24-26 June 2008), all electoral assistance should be integrated; the UN Secretary-General's Policy Committee Decision 2010/23 articulates the basic principle that electoral assistance in any UN mission must be delivered in an integrated fashion: "all electoral assistance in peacekeeping, peace building or special political mission settings should be delivered in a fully

integrated manner from the outset, whether or not the mission is structurally integrated." [56] The United Nations agencies on the ground – particularly UNDP and UNSCOL – should take steps to further strengthen coordination on electoral matters and ensure compliance with United Nations' policy which requires that all United Nations electoral assistance be delivered in a fully integrated manner;

participants to ask and talk freely as well as raise questions and issues which helped the international community to be up-to-speed" with developments and well informed, even for those international partners who were not supporting the electoral process. While CSOs were not invited, **the involvement of the Civil society in a more meaningful way could be considered.**

Regular contact has been maintained with the following groups:
· UN EAD/DPA
· UNDP BPPS
· UNDP Regional Project
· UNDP RBAS
· UNDP Lebanon Country Office
· EC-UNDP Joint Task force.

A number of these entities were spoken to during the course of the evaluation, and are highly appreciative of being kept in the loop and rate the level of information emanating from the project "as above average" and "excellent."

4.3.3. Project Monitoring System
The project updated the monitoring and evaluation framework periodically and kept track of the progress of each of the outputs. The M & E framework was inherited from the original Prodoc and very little changes could be made to the original document, especially with regards to the indicators. The project did find innovative ways of tracking the project and endeavored to change some of the indicators in the last revision of the ProDoc. Notwithstanding, the M&E framework still suffers from a number of weaknesses, whereby only the outputs and activities are monitored for progress, and no qualitative or quantitative indicators have been

established at the outcome level. As a result, although the majority of the indicators and their respective targets are achieved, these do not denote change or impact as a result of the intervention.

Some of the assumptions of the log frame do not take into account a theory of change approach, [57] and do not promote the realisation of some of the interventions having an impact on the electoral process as well as the institutions targeted by the project.

The indicators chosen (and inherited by the current project team) are largely quantitative and the mere achievement of the actual targets does not necessarily denote an impact or the required change. The project did carry out a number of surveys for some of the campaigns but this was not a regular practice and such undertakings were not possible due to time constraints. A series of lessons learned for each component has either already been conducted or is in the process thereof. The recommendations emanating from these sessions should be feed into the monitoring and evaluation strategy of the project and should be utilised as baseline information for any future project.

Trainings sometimes included a pre and post-test, but this was not a regular practice and should most definitely be encouraged more. While pre and post tests are important in deciphering the learning curve of the individual student, such tests still do not go towards understanding the extent of change and utilisation of the acquired skill/knowledge in the persons work and

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[57] please see annex VI for a full explanation of the importance of a theory of change approach.

the respective impact thereof. To this end, the project should ensure **follow up evaluations in order to ascertain to what extent the knowledge acquired has been relevant and useful. Follow up on the impact of any particular training directly implemented by the project should be undertaken after a period of time (ideally six months to a year)** in order to ascertain the retention of the information and the usefulness the training had on the individuals work.

Regular reporting does mitigate the underlying weaknesses of the monitoring and evaluation framework; nevertheless, many of the reports do not illustrate how the intervention impacts on the behaviour and/or institutionalisation of procedures within the institutions themselves. The EU activity reports although quite comprehensive, sometimes did not cover the full extent of the activities undertaken and did not really refer to the change as a result of the intervention nor did they highlight the pertinent challenges and threats to the realisation of the results.

In the last year of the project, it is essential that the project collects baseline **data which can be used to identify the needs for a possible new project, plus will give the ability to measure change.**

4.3.4. Management of Risks and development of alternatives options and contingency plans
The project managed risks very effectively and due to the complexity of the political situation were always flexible and apt at managing changes to the timetable and prioritising key activities in line with the electoral calendar. As a result of the

postponement of the elections, the project utilised the time effectively to develop new procedures and research into possible scenarios should they occur. The project produced a number of key papers and guidelines on important aspects of the process; one of the most important of these being the feasibility study on pre-printed ballots.

The complexity of the political situation and the relative short timelines that the project had to produce quality and essential material to enable the electoral process to be as transparent and credible as possible, placed pressure on the day to day running of the project. Notwithstanding, the project had the ability to react quickly to urgent requests and was able to produce quality materials in the shortest time possible, including the development of a "get-out-the-vote" awareness campaign in less than one week. While this of course put pressure on the project and subjected them to work untimely hours, the impact on the overall process was minimal and the efficiency of the team to manage risks is rated as very high.

4.4. SUSTAINABILITY

4.4.1. SUSTAINABILITY OF THE BENEFITS REAPED TO DATE
The issue of sustainability is a difficult one to gauge. Principally, the objective of the project established in 2012/2013 was to only offer short-term support to the electoral process, with the possibility of supporting more medium and long-term capacity for the future. The political impasse contributed to the project going from a short-term project to one, which has already spanned five years. To this end, the project was able to harness this opportunity and plan for

a number of scenarios and attempting to transfer knowledge to the MOIM. This has been in the main part successful when examining the numbers of procedures that have been established and are now owned by the MOIM. There are still some difficulties with regards to the MOIM´s capacity in terms of permanent human resources and the former commitment to establishing a permanent EMB. This appears to be changing, and it is hoped for the next cycle of elections, the MOIM will be looking towards establishing a unit and would like to rely on the LEAP project to build the capacity within the institution.

On the other hand, while 30 per cent of the project´s resources were dedicated to the development of the MOIM and lending them support, the SCE, which is still deemed to be very weak, still needs a lot of technical support in establishing procedures and standard operating procedures. Nonetheless, while the project can offer this support in the future, a commitment by the government to also support the institution needs to be there in order for the support to be sustainable. To this end, the evaluation considers that sustainability is **moderately likely**.

Ownership and Transfer of Knowledge
The ownership of the results most definitely lies with the MOIM. Despite the original *raison d´ ĕtre* of the project being the support to the election management body, the postponement and the subsequent long delay has allowed the project to lend longer term support and has allowed the transfer of knowledge to a certain extent. This includes items such as developing the official elections calendar, which stands proudly behind the head of the DGPARs desk. A number of forms such as the

candidate and list registration forms were developed as well as how to stamp Out of Country Votes (OCV) envelopes by wax seal. The project has also contributed to subsidiary legislation including directives, procedures and forms and templates during the 2018 elections. These include the following examples:

Decision 668: Mechanism for counting results of OCV and polling officials voting at Registration Committees (RCs).
Circular 3: Guidelines to High Registration Committees (HRC) in Beirut and RCs in minor districts regarding auditing, sorting and counting the results envelopes of OCV and Polling Officials voting
Circular 4: Guidelines to polling officers for the mechanism of recording the counting minutes in polling stations abroad after the end of the voting process
Circular 17: Validity of ballot papers (during the counting process)
Circular 20: Candidates/Lists agents presence during voting and during counting
Furthermore, in terms of institutional memory and documentation the project is archiving all the documents and data in a shared folder accessible to all project members. Also the data is stored through a periodical backup on external drives.

In addition, the project developed a comprehensive and interactive catalogue with the support provided for the 2018 parliamentary elections and has been shared with stakeholders, MoIM and international community.

As for the Results Management System, the MOIM-DGPAR is safekeeping the equipment and Results Management

System (RMS) program including the data collected during the 2018 parliamentary elections. It would also be advisable to ensure that MOIM has access to all the relevant documentation and data in some type of electronic form.

To this end, the project has begun to construct the building blocks for the MOIM to become self-sufficient. Notwithstanding, the projects input and contribution to the next phase is vital if and when the MOIM should allocate a number of human resources solely to elections, it is there when the project can perform its true capacity and mentoring role.

Trainings such as BRIDGE have proven useful, however it would be important to ensure that persons outside of the project also become "accredited[58]" as well as possibly "accrediting" in the future. This will give increased ownership to the MOIM and allow the MOIM to eventually conduct their own trainings.

With regards to the other components, it is harder to gauge. When looking at the SCE, there is still a lot of work to be done to ensure that the institution´s capacity is built, although this is of course made more difficult due to the rotation of commissioners and the weak commitment demonstrated by the government towards the institution till now. The time is of course now, when the project should increase its support to this particular institution, ensuring that its set up is sufficient in order to carry out its activities prior to the commencement of the next electoral period.

Support was also afforded to the Constitutional Council (CC), which under effectiveness was deemed as one of the most successful components. The sustainability of the website, and the importance of the translation and uploading of past decisions is invaluable and has a very high sustainable value. Subsequent to the decisions of the CC on the 17 complaints submitted after the elections, a new CC will be established. Depending on the capacity of the new CC, the project may have to restructure their support to the new members and reconsider to what extent the CC will need support in the future.

Outputs five, while deemed to only be partially achieved, is deemed highly sustainable while the momentum of the appetite for reform is there. The project has helped lay the ground and established baselines for women and women´s groups to build upon and to look towards new strategies to incorporate more women at the level of political parties and to perhaps look at advocating for particular laws which contribute to the inequality of women in the political sphere. The same is true of the work with persons with disabilities. The ground work has been done, now is the time that the project and other development partners develop a strategy to advocate and subtlety encourage the MOIM to be more inclusive of PwD and their needs in the future.

Continuation of project
At present the project is foreseen to end on 31st December 2019, funding is also deemed to finish then as well. The project has now undergone three major revisions, and while the majority of outputs capture the needs of the

[58] See annex VII for full explanation of these terms.

project, the projects focus does not entirely reflect a capacity building programme. As reiterated under relevance, the project is very pertinent, and this still holds true today, perhaps even more so, with a possible commitment by the MOIM to invest much needed resources for the future.

While the start up of this particular project was pretty swift, there is always the risk with any new project that the initial phase takes a number of months to ensure that it is adequately staffed and project documents are duly signed. This, in practice, if a NAM is not requested in the next 12 months, could mean that the project could formally close down and would therefore be in danger of losing essential staff, which have been paramount in the success of the project, as well as missing an invaluable opportunity. There have already been discussions on electoral reform, and the women´s movement as well as NGOs representing PwDs have laid important foundations, which need continuation of support and renewed strategies. Nonetheless, they need to strike while the *iron is hot*.

The evaluation was only able to speak to a selected number of international development partners, so the following remarks do not necessarily reflect a general overview of the opinion of the development partners. The majority of the DPs that were interviewed expressed an avid interest in the electoral process, but stated they were

unsure how their capitals would contribute to the upcoming electoral cycle. Many of the implementing partners did not refer to an electoral cycle when looking at planning, and expressed the opinion that up until the next elections, the majority of the DPs would not be contributing to the process. Furthermore, the overall support would be lent to women and persons with disabilities (which are "an easier sale" to their capitals rather than building the capacity of the MOIM who have not yet got an established department for elections).

Nonetheless, the EU, which has contributed the most to the project has expressed an interest in continuing to support the electoral process. The EU is an avid follower of the Electoral cycle approach (ECA). The ECA originally emanated from an approach adopted in the mid 1990's, which saw many observation groups adopt what is known as "integral observation"; this was further developed by electoral specialists with extensive field experience from the European Commission (EC) and the International Institute for Democracy and Electoral Assistance (International IDEA). [59] (See Annex III) In April 2006,[60] the Electoral Cycle Approach was officially adopted by the European Commission and United Nations Development Programme (UNDP) under the EC-UNDP Operational Guidelines for the Implementation of an Electoral Assistance Project. The shift from purely

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[59] Antonio Spinelli and Theresa Lanela , Paul Guerin and Domenico Tuccinardi of International IDEA, Fabio Bargiacchi, of the European Commission. The Electoral Cycle approach was then explained in detail in October 2006 in the EC Methodological Guide on Electoral Assistance, in the IDEA Handbook on Electoral Management Design (December 2006) and later on also in the UNDP Implementation Guide on Electoral Assistance (November 2007).

[60] On the 21st April 2006, AIDCO Director General K. Richelle

signed with the UNDP Associate Administrator Ad Melkert, the EC/UNDP Operational Guidelines for the Implementation of Electoral Assistance Programs and Projects. These Operational Guidelines, adopting the electoral cycle approach as a principle of electoral assistance cooperation between the two institutions, outlined practical measures for the strengthening and the facilitation of the already established cooperation.

focusing on the electoral event to the electoral process has become an integral part of the approach of many donors supporting elections (both through technical assistance and observation) throughout the world.

This commitment was further reiterated in the recent International Conference on *Sustaining Peace Through Elections* whereby, the European Commission clarified that "the EU is spending around 400 mil euros on electoral assistance and the tendency will be to continue supporting electoral cycles. They also mentioned that the European Parliament decided to put more focus on the support of processes before and after elections not only during the electoral period. The basis of the support should be based on the EU EOM recommendations."

It was further lauded that the "EU, AU and UN should intensify the exchange information before and during the period of EOM deployment on follow up activities, including the deployment of Election Follow-up Missions (EFMs) and ensure the use of the full range of political tools (institutions/organs) of the three organizations to put electoral issues on the agenda and to ensure coherence in our messaging and actions to support election processes". To this end, it is hoped that the EU will continue to support the project in the future.

Project document

As reiterated above, in order to design a new project document, a NAM will need to be requested. The MOIM is very keen to continue support, so it is assumed that a request will come some time in 2019. Nonetheless, it is vital that the NAM is conducted as early as possible, to enable the project document to be

written promptly so that there is not a gap between the two projects. It is worth repeating that the commitment and passion of the current staff has contributed to the success of the present project, therefore to loose essential staff while waiting on the design and the ultimate signing of a project document would indeed be unfortunate. Of course, in the worst of scenarios a no cost extension could be requested, but this should be the last resort and it is not highly recommended in this evaluation.

Staff training

UNDP places importance on staff training, and project staff should be no less an exception. As has already been aforementioned, the commitment, expertise and passion of the staff has contributed to the positive results of the project. The fact that the majority of staff and experts were locals not only made the project more efficient but also equally as effective. Nonetheless, elections require technical know-how, and developments especially with regards to IT and new technology, is fast moving in the election world. To this end, in order to ensure that the project keeps up to speed with the latest developments, they too should be incorporated into different learning scenarios which will not only expand the staff´s capacity but will ensure even better effectiveness of the project and the electoral process generally. (This is particularly pertinent as presently the number of staff dedicated to the electoral process under the auspices of the MOIM are very few). Participation in seminars, workshops on specific themes are important, as well as possible exchanges with other UNDP election projects and observation of elections around the world. Possible workshops

on voter education, to explore the latest techniques especially social media would be useful. Procurement, which is important in any electoral process, could also be useful whereby an exchange visit or training workshop on procurement could take place. Such a training or exchange could take place with the UNDP Procurement Support Office (PSO) based in Copenhagen. Other trainings could also include financial management on electoral projects, gender equality and a comparative study of other countries which have looked at passing gender quotas and/or women´s caucuses or have facilitated other measures to promote female participation in the electoral process. These are all issues, which are at the heart of the project, and learning new tools can only be beneficial to the project and ultimately the entity implementing the elections and the electoral process itself. Furthermore, as the MOIM leans more and more towards establishing a specialized unit on elections, some members of the project staff may well be the Election Management Body (EMB) of the future.

5. CONCLUSIONS

Conclusion 1: the project is considered very relevant. The project which started of its lifetime as an election support project has become an integral part of the support to the electoral process.

Conclusion 2: The main stakeholder (DGPAR) considers that the project support is essential and a must for holding, fair, transparent and comprehensive elections.

Conclusion 3: gender inclusion and women´s equality and empowerment were considered in the project and yielded very positive results, albeit not resulting in a gender quota. The project has contributed to a momentum in advocating for more women´s participation in the electoral process. Nonetheless, the project needs to take lessons learned and ensure that gender forms an integral part of any future project.

Conclusion 4: The project did pay attention and take into account sensitiveness to the interests and rights of marginalized groups, particularly women. As reiterated above, a strategic approach towards women's participation and on how to promote it will need to be developed for the future. Youth did feature in the voter education campaign towards the latter part of the project, but like gender will need to be an integral part of any future project.

Conclusion 5: persons with disabilities were also targeted during the project, but the efforts did not yet yield the desired results. More commitment on the side of the key stakeholders needs to evolve and baseline information already collected as well as the laying of the foundation for advocacy around this issue has already been done. A new consistent strategy must now be put in place in order to reap any benefits from the efforts already made.

Conclusion 6: the UNDAF expired in 2016, but due to the complexity of the process and the subsequent delay in the electoral process, the UNDAF outcome has only been partially achieved.

Conclusion 7: the SDGs are key to the success of the project and indeed the

electoral process, a project centred around key SDGs in the future should lay the ground for some of the higher results of the project being achieved.

Conclusion 8: the effectiveness of the project is considered to be satisfactory. Out of 20 indicators, fourteen are deemed to be achieved, one not achieved and the rest partially achieved. The indicators which are only partially achieved are in the main out of the scope of the project and wholly reliant on the cultural and political context of the country.

Conclusion 9: The project faced a number of key challenges during its lifetime, many of these were connected to the political impasse and the subsequent delay in elections as well as the perceived security threats. The project used this time efficiently and were able to ensure a more rounded approach towards the support which enabled some capacity to be built rather than an electoral process merely supported.

Conclusion 10: both the political and cultural context has an overwhelming influence on the project, and its results. The project has over time improved relations with the key beneficiary, and this has not only eased tensions but has allowed the UNDP LEAP project to become a key and respected partner of support to the electoral process.

Conclusion 11: the mechanism of coordination with main stakeholders and donors was seen to be very effective and the project enjoys a very good reputation by all. The project enjoys a very good relationship with all its partners although the project should look towards increasing their support to

the other beneficiaries outside of the MOIM especially in the present electoral cycle, when MOIM will not require as much support.

Conclusion 12: the efficiency of the project is considered to be highly satisfactory. The use of mainly local experts is seen to be efficient and effective and increases the ownership of the process.

Conclusion 13: the original design of the project and its focus on providing electoral support rather than building capacity has meant that the project´s overall results have suffered to a small extent, nonetheless the project is on track to achieve a great number of its results and has built sufficient foundations to build a more strategically designed project for the future.

Conclusion 14: project management is deemed to be effective and transparent and extremely efficient in its communication with partners especially to those outside the direct range of the project, such as other international development partners who do not contribute financially to the project.

Conclusion 15: monitoring and evaluation is sufficient, however due to the fact that it inherited its framework from the original ProDoc, could look towards designing a more comprehensive framework with a variety of tools and look towards taking a MEAL approach towards monitoring and evaluation.

Conclusion 16: sustainability of the project is rated as moderately likely. The overall sustainability of the results will largely depend on the MOIMs future commitment to the electoral process

and its investment in more permanent human resources within the institution.

Conclusion 17: many of the development partners, although interested in the electoral process do not foresee any immediate financial contribution but are perhaps open to funding a number of "soft" issues, such as gender, PwDs etc. Therefore it is essential that the project maps out what each donor is proposing to support in the upcoming cycle.

Conclusion 18: the majority of the development partners are looking more towards the softer aspects of democracy, such as support to civil society, particularly women and persons with disabilities, and therefore any efforts in these regards should be coordinated.

Conclusion 19: EU is interested in funding the entire election cycle, and is therefore interested in supporting the process in order to ensure more transparency, inclusiveness and capacity in the next cycle of elections.

8. KEY RECOMMENDATIONS

Recommendation 1: ensure the continuation of the project (under a guise of a new formulated project document) to consolidate the gains already achieved and to assist in medium and long term planning. Where possible a new Project Document should be designed instead of ensuring a no cost extension.

Recommendation 2: encourage the MoIM to adapt a strategic approach to the electoral approach, ensuring the utmost integrity and inclusiveness in the entire process.

Recommendation 3: gender equality should be integral part of the next phase, and ensure that gender is mainstreamed across the whole of the project, ensuring adequate gender indicators are added for each of the components.

Recommendation 4: staff as well as key persons from the key beneficiaries should receive specific trainings in the field of elections in order to be up to date with progress in technical capacities and training. These may include specific trainings in thematic areas, or exchange visits and/or conferences. The project would especially benefit from examining other countries and gender representation, the use of social media in communication and field visits to the Procurement Support Office (PSO) in Copenhagen

Recommendation 5: youth which was largely absent from this particular project, should be integrated into a new project and ensure that it is mainstreamed across the components.

Recommendation 6: the gains already achieved under gender and PwDs should be galvanized and a comprehensive strategy in line with other UN agencies and CSOs should be explored. Work should be divided amongst the different partners according to their expertise and to ensure added value and duplication avoided.

Recommendation 7: in the formulation of a new document, sufficient focus and funds should support the building and sustaining of quality for both the SCE as well as civil society. The project document should be clear and precise

with regards to the work and should separate the work between the entities ie MOIM, the SCE and civil society into different pillars, ensuring a streamlined approach which integrates them under one project, but also ensures enough separation in order to avoid confusion by each key beneficiary.

Recommendation 8: the M & E framework should be revitalized ensuring an independent expert in conjunction with the project designs a comprehensive framework with accompanying tools, relevant indicators and ensures gender sensitivity to each of the indicators. Indicators should be placed at all levels of the framework, output, outcome and impact.

Recommendation 9: the last year of the project should ensure that all baseline data is collected so that it is fed into a new and revitalized M & E Framework.

Recommendation 10: the project should consider using info graphics to depict the achievement of indicators and targets, and monthly meetings should be held in order to ensure that M & E is an integrated part of the project.

Recommendation 11: project should consider uploading all relevant data of the project to a portal which can be accessed easily by the MoIM, (the ACE project could be an example). Time allowing and interest apparent, the project should present an overview of the data available and its possible use for the future.

Recommendation 12: in order to ensure sustainability, training and transfer of knowledge especially with regards to the more technical aspects of the

process should be the end goal of the project.

Recommendation 13: while the coordination mechanism are deemed to be satisfactory, the complexity of the political dynamic warrants a soft approach to dialogue and gentle persuasion especially with regards to promoting gender equality and inclusiveness of the rights of persons with disabilities. To this end, UNDP with the EU should play a key role in ensuring key and consistent messages are passed on by the international community. UNDP should lead such a process in the manner that they see fit using their diplomatic and international clout.

Recommendation 14: more strategic and formalized coordination with other UN agencies such as UN Women and UNDP projects such as the UNDP Parliamentary project should be explored. These should be strategic and collaborative interventions rather than informal dialogue or joint workshops.

ANNEXES

ANNEX I- OVERVIEW OF THE COMPONENTS FROM 2012 TO 2019

Outcome 1: Sustainable Capacity for the Management and Administration of Elections Developed

2012-2013 and 2014 Prodoc	2015-2017 Prodoc	2018-2019 Prodoc
1.1. Support to official initiatives to introduce electoral reform	1.1. Strengthening analytical capacity for policy engagement on technical electoral issues	1.1. Strengthened analytical capacity for policy engagement on technical electoral issues
1.2 Support to the development of an improved results management system	1.2. Increasing candidate registration and results management systems effectiveness	1.2. Strengthened capacity for candidate registration and results management (CRRM)
1.3. Support to the development and delivery of official voter information	1.3. Reinforcing skills in MOIM for external relations and pubic outreach	1.3. Strengthened capacity for external relations on election management responsibilities
1.4. Support to the adoption and implementation of measures to enhance vote secrecy	1.4. Promoting improvements to the electoral framework	1.4. Supporting the implementation of the new electoral framework
1.5. Support to delivery of training and professional development to electoral officials	Activity 1.5: . Building electoral officials professional knowledge and awareness	1.5. Building Electoral officials professional knowledge and awareness
1.6. Support to improve electoral management practices	1.6. Enhancing election operations effectiveness	1.6. Strengthened capacity for elections operations
1.7. Support to improving access to the electoral process for persons with disabilities	1.7. Increasing access to electoral processes for persons with disabilities	1.7. Strengthened capacity for facilitating electoral access by persons with disabilities
1.8. Support to lessons learned on election management	1.8. Establishing lessons learned process within MOIM	1.8 *Conduct of* lessons learned on the parliamentary election management
	1.9 Supporting electoral operation preparations and delivery for municipal elections	1.9*. Technical assistance to the Qaemaqams and Mujhafaz in the* electoral process
	1.10 Support electoral operations preparations and delivery of parliamentary elections	1.10 *Strengthened capacity to prepare for* parliamentary elections

Table 6: Overview of Component One from 2012-2019

2012-2013 and 2014 Prodoc	2015-2017 Prodoc	2018-2019 Prodoc
2.1 Support to the establishment and development of the Supervisory Commission.	2.1 Strengthened operational capacity for establishing a supervisory body for electoral campaigns.	2.1. Support in the establishment of the Supervisory Commission.
2.2 Support to the establishment and development of the Supervisory Commission	.2.2. Improving the regulatory framework for campaign supervision	2.2. Strengthen the capacity of the SCE to perform its attributions
2.3. Support to enhancing transparency in campaign supervision.		2.3. Support to the post electoral SCE institutional capacity and lessons learned on elections monitoring and supervision.
2.4. Support to the accreditation of election observers and journalists.		
2.5. Support to lessons learned on campaign supervision.		

Table 7: Overview of Component Two from 2012-2019

2012-2013 and 2014 Prodoc	2015-2017 Prodoc	2018-2019 Prodoc
3.1. Support to building stakeholders capacity in voter education.	3.1. Expanding access of local stakeholders to voter education and electoral knowledge.	3.1. Facilitating opportunities for voter education and information sharing.
3.2. Support to targeted voter education campaign.	3.2. inclusive and informed processes on changes to the electoral framework put in place.	3.2. Inclusive and informed processes on changes to the electoral framework are put in place.
3.3. Support to lessons learned on voter education.		1.3. Support civic education initiatives to improve citizen knowledge and understanding.

Table 8: Overview of Component Three from 2012-2019

2012-2013 and 2014 Prodoc	2015-2017 Prodoc	2018-2019 Prodoc
4.1. Support to raising awareness on electoral disputes resolution.	4.1. Supporting a transparent and accessible election dispute resolution mechanism.	4.1. Support a transparent and accessible election dispute resolution mechanism.
4.2. Support to judicial bodies on electoral dispute resolution.	4.2. Strengthening the capacity and accessible election dispute resolution mechanism.	4.2. Strengthen the capacity for election dispute resolution.
4.3. Support to lessons learned on EDR processes.		4.3. Provide technical assistance and support to the Constitutional Council during the poste electoral period.

Table 9: Overview of Component Four from 20112-2019

ANNEX II – INTERVENTION LOGIC

	Baseline	Indicators	Expected Results	Status
Outcome 1: The capacity of National Stakeholders for the Conduct of Credible, Transparent and Inclusive Election in Lebanon Developed				
Output 1: Sustainable Capacity for the Management and Administration of Elections Built	New electoral legal framework is adopted and in place. Measures to improve electoral management structures and practices are identified.	Number and type of technical notes and studies on the new electoral legislative changes	Relevant stakeholders receive expert technical advice on the provisions of the new electoral law	Partially achieved
Activity 1.1: Strengthened analytical capacity for policy engagement on technical electoral issues.	Limited technical capacity for the implementation and conduct of the upcoming parliamentary elections	Candidates registration in place and Results Management system developed, tested and implemented	New candidates registration system process developed - New results management system process developed - Timely installation of new processes -	Achieved

			Timely and comprehensive testing on new processes - Operational capacity of the MoIM strengthened through the provision of electoral materials and human resources.-	
Activity 1.2. Strengthened capacity for candidate registration and results management (CRRM)	Limited experience and capacity for external relations tools and structures - Significant media interest in electoral issues, and media willingness to provide information	Number and reach of website, social media and hotline users - Number and type of electoral materials procured, produced and in place. - Number of observers and media accredited	Capacity for external relations initiatives is strengthened.	Achieved

	- Increasing use of social media in Lebanon - Established role for observers and media to follow elections			
Activity 1.3. Strengthened capacity for external relations on election management responsibilities			Improved candidate registration system installed ahead of new elections Improved results management system installed ahead of new elections	Achieved
Activity 1.4: Supporting the implementation of the new electoral framework	Capacity for external relation initiatives is strengthened.	Number of reports/manuals/ prototypes produced of electoral materials	Public awareness of electoral issues is enhanced through website	Achieved
Activity 1.5: Building electoral officials professional knowledge and awareness	All electoral officials require training, especially if new	Number of trainers, election officials, and polling officials	Preparation and delivery of training to electoral officials is implemented.	Achieved

	procedures	trained		Achieved
Activity 1.6. Strengthened capacity for elections operationsTable 10: Overview of Component Three from 2012-2019	Limited technical capacity and resources for operational planning and data-management - Measures to increase access to electoral data are identified	Number and type of election operational tools/reports/ manuals/plans produced - Number of areas of electoral data made available	Capacity for elections operations is strengthened	Achieved
Activity 1.7. Strengthened capacity for facilitating electoral access by persons with disabilities	Limited opportunities for Persons with Disabilities (PWD) to access electoral process - Measures to improve	Number of measures to improve accessibility adopted	Access to polling stations by persons with disabilities is improved	Partially achieved

	disability access are identified			
Activity 1.8. Conduct of lessons learned on the parliamentary elections management	Limited institutional capacity for internal lessons learned, monitoring and evaluation	Number of reports produced on electoral management issues - Number of consultative workshops with stakeholders	Comprehensive evaluation of key electoral issues and - mapping ahead for the next electoral cycle. - Lessons learned on parliamentary elections completed and workshops organized on possible ways to improve the electoral process in the future. - Post-electoral activities	Partially achieved

Activity 1.9. Technical assistance to the Qaemaqams and Muhafaz in the electoral process	Measures to improve distribution of electoral materials are identified	Effective distribution of electoral materials is enhanced	Timely and effective support to Qaemaqams and Muhafaz in the Distribution of electoral materials	Achieved
Activity 1.10. Strengthened capacity to prepare for parliamentary elections	2009 parliamentary elections were well-conducted but significant issues of concern identified.	Turnout of voters for the 2018 parliamentary elections	Parliamentary elections are implemented in a credible, inclusive and transparent manner.	Achieved

	Baseline	Indicators	Expected Results	Status
Output 2: Capacity of the SCE for the Monitoring of Elections Increased				
Activity 2.1. Support in the establishment of the Supervisory Commission for Elections (SCE)	To be completed	To be completed	To be completed	**Achieved**
Activity 2.2. Strengthen the capacity of the SCE to perform its attributions	To be completed	To be completed	To be completed	**Partially achieved**
Activity 2.3. Support to the post-electoral SCE institutional capacity and lessons learned on elections monitoring and supervision	To be completed	To be completed	To be completed	**Partially achieved**

	Baseline	Indicators	Expected Results	Status
Output 3: Output 3: Capacity for Voter Education and Public Participation Initiatives in Electoral Processes Increased				
Activity 3.1. : Facilitating opportunities for voter education and information sharing	To be completed	To be completed	To be completed	Achieved
Activity 3.2. Inclusive and informed processes on changes to the electoral framework are in place	To be completed	To be completed	To be completed	Not achieved
Activity 3.3. Support Civic Education Initiatives to Improve Citizen Knowledge and Understanding	To be completed	To be completed	To be completed	Achieved

	Baseline	Indicators	Expected Results	Status
Output 4: Capacity for the Resolution of Election Disputes Improved				
Activity 4.1. Supporting a transparent and accessible election dispute resolution mechanism	To be completed	To be completed	To be completed	Achieved
Activity 4.2, Strengthen the capacity for election dispute resolution	To be completed	To be completed	To be completed	Achieved

Activity 4.3. Provide technical assistance and support provided to the Constitutional Council During the post-electoral period	To be completed	To be completed	To be completed	Partially Achieved

	Baseline	Indicators	Expected Results	Status
Output 5: Women´s participation and representation in elections promoted				
Activity 5.1. Strengthened women's capacity to participate in the electoral processes	To be completed	To be completed	To be completed	Partially achieved

ANNEX III – EVALUATION MATRIX

Criteria	Question	Data	Source of data	Methodology	
				For data collection	**For data analysis**
Relevance	EQ1: Are the LEAP methodologies and outputs relevant in the context of the organization and conduct of local and national elections? EQ2: How well has LEAP addressed the issues of gender inclusion, women's equality and empowerment across all aspects of the project? To what extent have gender perspectives been mainstreamed into the design and implementation of the project? EQ3: How well did the design of the project address the interests and rights of marginalized and vulnerable groups, particularly women and youth, in the society? Are these reflected in the results of the project?	Desk Review of ToR/ Key UNDP documents UNDAF, CPAP etc, UNDP Strategic Plan, SDGs	Internet research, direct beneficiaries, policy makers and authors of case studies	Some Documentation already received Interviews need to be held as well as context research (qualitative data)	Project Documents Results from Semi Structured Interviews, need to be held and information coded and analysed indicators consulted to gather quantitative data as well as possible qualitative data

	EQ4: Do the key beneficiaries feel ownership of the results and the projects overall goal? EQ5: Did the design and the subsequent revision of the project contribute to higher-level results, including the results of the UNDP strategic plan and relevant SDGs?			
Effectiveness	EQ6: What have been the main challenges faced by the project and how has LEAP sought to overcome them? (The evaluator will describe and analyze past and current challenges to implementing transition to longer term interventions). EQ7: What unforeseen and foreseen factors have contributed to achieving (or not achieving) the intended outputs? To what extent have they been achieved? EQ8: To what extend did/does the political or cultural context impacted on the quality of the interventions ?	Desk Reviews of Project Document, M & E Framework, semi structured interviews	Semi structured interviews with beneficiaries and policy makers, analysis of indicators and what has been achieved to date.	Some Documentation already received And semi structured Interviews (both qualitative and quantitative)

	EQ9: Has the mechanism of coordination with main stakeholders and donors been adequate? EQ10: Has the project been able to establish and maintain sustainable and efficient partnerships and cooperation, in the implementation period? Has the quality of relations impacted on the results? [61]				
Efficiency	EQ11: To what extent was the project efficient in terms of technical assistance and advisory support provided to key electoral stakeholders, during the implementation of the project? EQ12: Was the overall project management sufficient? What was the role of the governance structure in the project implementation and achievement of strategic goals? [62]	Desk Reviews of Project Document, interim Reports, Budgets and interviews with the implementers of the project and EU	Interviews with UNDP and project manager as well as counterparts, analysis of the budget spending	Documentation already received	Project Documents Budget Comparative Documents Interviews with UNDP and project counterparts

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[61] The evaluator will appraise UNDP LEAP relations with relevant key national stakeholders and their views on the support and assistance provided.

[62] The review of the governance structure should be done in terms of donors' engagement, partners, decisions making, tasks/plans, concentration of support and the role of the government.

	EQ13: To what extent did project monitoring system provide data that allowed the project to learn and adjust implementation accordingly? EQ14: Has the project managed risks effectively? - What has been the capacity of the project in identifying priorities and challenges and developing alternative options and contingency plans			
Sustainability	EQ15: What is the likelihood that the benefits that resulted from the previous and current LEAP interventions will continue at national and subnational level through adequate ownership, commitment, willingness displayed by the government and other stakeholders?	UNDP staff, counterparts, beneficiaries and COS	Interviews with UNDP, counterparts, project management and organisations working alongside the project, ministries and CSO´s	Semi structured interviews (qualitative data)	

Table 11: Evaluation Matrix

ANNEX IV – Current RESULTS STATUS of the Components

Output 1 – sustainable capacity for the management and administration of elections strengthened.		
Activity	Target	Status
Capacity to engage on electoral legislation discussions strengthened	MOIM is aware of impact of proposed changes to election management	Achieved[63]
Capacity for candidate registration strengthened	Improved candidate registration system installed ahead of new elections Improved results management system installed ahead of new elections	Achieved[64]
Capacity for external relations on election management responsibilities	Citizens have improved access to information on the electoral process 30% of surveyed are aware of outreach efforts all eligible observers and media receive accreditation.	Achieved[65]

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[63] Project produced extensive materials and resources on the different electoral law proposals.

[64] In 2013, 705 applications were processed electronically but in parallel with the manual system. In 2014 both systems manual and electronic were merged. 514 applications were processed on the system provisional and final receipts in

[65] Various hotlines established, launch of a social media presence Facebook, redesign and review of website content including interactive maps, 82% of people surveys were aware of the outreach efforts, and 1500 badges for local observers and 1700 badges for media and 100 badges for special visitors were produced.

Measures to improve the electoral framework promoted.	MOIM is prepared for the adoption and implementation of improved electoral practices	Partially Achieved[66]
Professional capacity of electoral official strengthened	All polling stations receive polling manual 20 election officials receive core training 75% of polling stations chairpersons receive cascade training or watch training video	**Achieved**
Capacity for election operations strengthened	Number and type of election operational tools/reports/manuals/plans produced Number of election officials trained in new procedures Number of areas of electoral data made available	**Achieved**
Capacity for facilitating electoral access by persons with disabilities strengthened	50% of polling stations capable of facilitating an improved level of access to PWD	**Partially achieved**
Lessons learned on elections	List of recommendations for future elections is published Election management archive is established and distributed	**Partially Achieved**
Capacity to prepare for municipal elections strengthened	Municipal elections are implemented in a credible, inclusive and transparent manner	**Achieved**
Capacity to prepare for parliamentary elections strengthened	Parliamentary elections are implemented in a credible, inclusive and transparent manner.	**Achieved**

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[66] In 2014 preparation of draft technical specifications and in 2017 the preparation of a feasibility study on the production of pre printer ballots.

Output 2– Capacity for supervision of election campaigns increased		
Activity	Target	Status
2.1. Capacity for establishing the supervisory commission for electoral campaigns strengthened	All SCEC members and core staff received induction training SCEC adopts rules of procedures and operational plan All SCEC monitors staff receive training on regulatory and methodological framework	**Achieved**
2.2. Regulatory framework for campaign supervision improved	Number and type of advisory role on campaign supervision Number and type of reports/manuals produced Number and type of regulatory and procedural improvements in place Number of participants in workshop/consultative meetings	**Partially achieved**
2.3. Support to the post electoral SCE institutional capacity and lessons learned on elections monitoring and supervision.	To be completed	**Partially achieved**

Output 3– Capacity on voter education and public participation in election processes developed		
Activity	Target	Status
3.1 Access of local stakeholders to voter education and electoral knowledge expanded	Regular meetings of technical working groups on elections Stakeholders deliver effective voter education	**Achieved**
3.2. Inclusive and informed processes on changes to the electoral framework are in place	Inclusive and informed campaign organised on changes to the electoral framework Informed and inclusive debates organised on changes to election legislation	**Partially Achieved**

Output 4– Capacity for the resolution of elections disputes improved		
Activity	Target	Status
4.1. awareness on election disputes increased	Increased levels of awareness on EDR	**Achieved**
4.2. Capacity of the Constitutional Council for election dispute resolution strengthened	Outreach materials are made available Effective archives are established	**Achieved**

Output 5– Capacity for women´s participation and representation in elections increased		
Activity	Target	Status
5.1 Measures to improve women´s representation in elections promoted	Increase awareness of TSMs Measures taken by Lebanese authorities to implement TSMs Benchmark data published Increased number of women standing as candidates Number of women polling officials is at least 30% of total	Partially achieved

ANNEX V – SWOT Analysis

Strengths	• Strong relationship with the MoIM (neutrality) • Strong relationship with stakeholders • Strong and effective tracking system of electoral data • Strong institutional memory of the project • Clear division of tasks and work flow • The need and request from the MoIM and stakeholders for continuous support from the project. • The conduct of two successful elections. • The expertise of the team in Elections (personalities, experience, commitment, the know how etc.) • Strong technical and inclusive partnership • Strong belief of the advocated cause (gender, youth and PWDs mainstreaming) • Solid credibility of the project (good reputation) • Strong synergies between different UN projects.
Strengths of the electoral process	• Efficient coordination with the MoIM • Strong and qualified electoral enablers and facilitators • Early and continuous preparation and planning • The establishment of roadmaps and building up momentums
Weaknesses	• Cumbersome procurement process • Limited technical assistance and quality control from the PSU • Delayed response to urgent requests • Intervention of the MoIM in some of the implementation of some of the activities • Weak and under resourced SCE • Limited resources and budget earmarking • Limited time to implement activities • Uncertainties
Opportunities	• Strong, experienced and committed team • LEAP main actor in terms of technical assistance (in Lebanon case) • Successful conduct of two national elections • Interested and committed donors for an electoral cycle approach • The EU observation mission recommendations • The call for future reforms from political parties and CSOs • Benchmark/Baselines/know-how • Three future elections happening in the same year (municipal, mukhtar and parliamentary elections) • ICTs in electoral assistance (Biometric Voting)
Threats	• Lack of political will/politics • Delay and uncertainties in the political decisions • Delay in the procurement processes • Unpredictability of the election law • Legal framework (inconsistencies) • Volatile political environment • Gender stereotypes • Capacity of the institution (MoIM and SCE)
Recommendations	• Continuous support in the electoral cycle approach • Emphasizing on inclusiveness and marginalized people in activities (PWDs, youth, Women) • Continuous institutional strengthening of the MoIM and SCE • Required Resources and funding • Capacity development for the team • Engaging more ministries in some activities (i.e: Ministry of Youth in Lebanon, MoFA) • Introducing technology in Elections

ANNEX VI – THEORY OF CHANGE

UNDP using standard log frames to design their projects, and while they are still a useful tool, it is important to base the design in a theory of change. As has been illustrated above, many of the indicators were not achieved, and even if they had been achieved, it would have not necessarily denoted the change desired and the projects tend to be implemented vertically without any horizontal connections. To this end, when designing the projects under the programme they need to fit in with the UNDAF and CPAP and vice versa, depending on which is designed first. Utilisation of a theory of change also helps in the design of the M & E framework and the appropriateness of the indicators which will inevitably measure the success of the intervention.

WHAT DO WE NEED?
→ Assumptions/enabling factors
→ Identify risks

Analyse power relations & resistances – more explicit

WHAT TO CHANGE?
→ Short-term
→ Intermediate
→ Long-term

Acknowledge institutional history & power relations

Theory of Change (TOC)

HOW WILL WE KNOW?
→ Qualitative indicators
→ Quantitative indicators
→ Evaluation, testing & revision

1. *Who or what?*
2. *How many?*
3. *How much?*
4. *By when?*

HOW TO CHANGE?
→ Processes & policies
→ Capacity development
→ Training

To this end, when designing a project, it is important to know what objectives one wants to achieve, and how these particular objectives can be measured. To this end, the design of the UNDAF and CPAP, although acknowledging it is a largely participatory process. UNDP should go beyond this process, and not just ensure that one or two meetings are held, but instead ensure that consensus is built amongst the key stakeholders and that civil society as well as institutions are involved in the process. The process in the end has to be representative of the outcomes that are required, and therefore the designs of the future programmes as well as projects needs to be far more inclusive as compared to before. This is particularly important given the current political climate and the fear by some intellectuals that Timor-Leste is in danger of becoming a failed state.

In such a setting, it would mean that understanding of the obstacles and barriers to achieving good governance and actually achieving change would need to be assessed. The design will have to understand the different dynamics in order to familiarize itself with the social and political systems of the potential beneficiaries so that the projects can address these particular systems during the course of the project.

It is important to know what is the starting point, if a project is to be designed around capacity building, it is important to know whether, if participants are trained, does the political buy in exist to adopt any systems they may be trained in? If training is only going to result in knowledge and this knowledge cannot be transferred as it unlikely to be used, then the design of the project should be questioned, and it should be decided if this particular course is relevant to the needs, and whether a change in the system would be reasonable to assume after the conducting of the project.

Designers could look out for patterns and ask themselves the following questions:
- ✓ Identify the potential strength and intensity of support for the change intended;
- ✓ Identify the department, persons who have the power in the system to instigate that change – weighing up the number of supporters and opponents and how to address these;
- ✓ If there is some resistance within the organisation, what would be needed to instigate change?

Has attended a BRIDGE module workshop as a participant Has attended all 10 days of a BRIDGE Train the Facilitator workshop Has been assessed as satisfactory by the TtF lead facilitator against all the TtF Learning Outcomes	· A minimum of 30 hours supervised customisation, preparation and facilitation of BRIDGE module workshops in the field. · Facilitation of only modules (and not TtFs or Implementation Workshops) to enable the facilitator to gain experience and confidence in using and modifying the BRIDGE curriculum documents, and to become conversant with the content of BRIDGE modules. · Again be assessed as satisfactory by the supervising Accrediting or Expert Facilitator against all TtF Learning Outcomes.	· A minimum of 30 hours supervised customisation, preparation and facilitation of BRIDGE module workshops in the field. · Facilitation of only modules (and not TtFs or Implementation Workshops) to enable the facilitator to gain experience and confidence in using and modifying the BRIDGE curriculum documents, and to become conversant with the content of BRIDGE modules. · Again be assessed as satisfactory by the supervising Accrediting or Expert Facilitator against all TtF Learning Outcomes.

ANNEX VIII – ROAD MAP and Recommendations

The LEAP project is due to close in December 2019, and therefore the project has a little over one year to sustain the results already achieved, and to map out the support that it should afford to the on-going electoral cycle in order to continue to build the capacity of the MoIM.

While paying attention to the recommendations under annex IX, the project needs to ensure a thorough assessment of its monitoring and evaluation framework, and using this evaluation as a baseline, determine how many of the outputs could be fully achieved, and whether they are sustainable past the closure of the project.

While 2019 should be looking to close the project, it should be kept in mind that the information collected thus far, should feed into future baseline data and enable the project to do a thorough assessment of the priorities of both the MOIM the SCE and civil society.

A future NAM will of course determine the priorities of the next electoral cycle, nonetheless the project needs to make a thorough assessment of needs and ensure that the NAM takes place during the first half of 2019, in order to allow enough time to develop a project document as well as to ensure *buy in* from all the concerned stakeholders.

Important statistic and information has already been collected and this should be used as future baseline data. Furthermore, work on the monitoring and evaluation framework should also begin, ensuring that the future objectives of the project will be not only gender sensitive but gender transformative. A thorough understanding of the possibilities for a future m & e strategy should be employed, and the use of a monitoring and evaluation and learning approach should be adopted, to ensure that Monitoring and evaluation are an integral part of a future project.

Indicators should already be established and an independent expert should facilitate a future construction of an M & E framework.

The MOIM should be afforded support especially if there is a clear message from the government that they will develop a new department focused on elections, they should therefore be supported in this ensuring that any future project integrates a mid to long term exit strategy in order to ensure complete ownership of the results.

Furthermore the design of any new project should also support civil society and have a special inclusiveness on women, persons with disabilities and youth. To this end, while support of the MOIM will of course be necessary, a future project should incorporate a multi faceted approach to technical assistance, ensuring that support to MOIM, SCE, CC and civil society are somehow separate and that synergies are built upon, and key messages from other DPs as well as other implementers of electoral assistance are not duplicated but are rather complimentarily.

ANNEX IX - RECOMMENDATIONS

Table 12: General Recommendations for Project Management

Recommendation	Beneficiaries	Timeline	Performance Targets	Output	Outcome
General Recommendations					
Ensure that the last year of the project is dedicated to consolidating gains and paves the way for a newly designed project	LEAP	2019	To ensure that to the existent possible, gains are consolidated and base line data is readily available for a next phase of support	Undertake an internal evaluation on what aspects of the project results can be consolidated; Collection of data already available and new data to provide for baseline data for a future project	The project will be able to close and would have more or less achieved its key goals and a new project then can concentrate on the key priorities of the next phase.
Gender Equality should become an integral part of the project and any future project	LEAP	2019	To review the current project for its gender sensitiveness; To establish a series of gender indicators for each component which can be used in the development of the new project.	Assess the project for its gender sensitiveness and in collaboration with the team, look at possible gender indicators for each component	The project will be more gender sensitive.
Ensure youth is integrated into a new project	LEAP	Second half of 2019	Assessment of youths participation and how youth can be incorporated into a new project	Desk review, interviews and a number of workshops	The new project will have better baseline data and the work on youth will be more based on needs.
Forge synergies with other relevant UNDP Projects	LEAP, UNDP and other projects	Throughout 2019	To examine the possibility of working with other projects for the upcoming electoral cycle.	Hold a series of meetings with relevant projects	The impact on the process could potentially be stronger by using other projects which have synergies
STAFF MANAGEMENT					
Conduct an internal assessment of needs for training or building of knowledge	LEAP	First half of 2019	Production of an assessment of the needs of each department within the project, and possible training possibilities they could undergo.	Conducting a number of internal workshops	The staff knowledge as well as the project knowledge is enhanced to ensure better and specific support to the electoral process in the future.
REPORTING					
Ensure Results Based Management	LEAP	Immediate			
Holding of periodic meetings on M & E status	LEAP	Throughout 2019	Periodic meetings will be able to identify the weakness of the chosen indicators as well as assessing progress	Holding of periodic meetings	Project will be better informed on progress of established targets as well as m and E will be used as a learning tool as well.
Integrate monitoring and evaluation into the heart of the project	LEAP	Throughout 2019	Conducting a number of workshops and drawing on international best practice for election support for relevant indicators for a future project as well as national priorities and	Hold a number of workshops Contract of an independent consultant	The M & E framework will be comprehensive and will ensure better monitoring of change due to the results of the project.

			human rights instruments		
Usage of info graphics to depict achievement of targets	LEAP	Throughout 2019	The use of info graphics to depict progress	Change the m and e framework so they can be depicted by info graphics	Visual impact of indicators will help the project establish better indicators in the future.
Continuation of informal meetings to inform the development partners on the process	LEAP	Throughout 2019	Hold periodic meetings	Holding of meetings	The DPs are better informed and efforts to avoid duplication can be guaranteed.

Table 13: Recommendations for Component One Management and Administration of Elections

Recommendation	Beneficiaries	Timeline	Performance Targets	Output	Outcome
Component One: Sustainable Capacity for the Management and Administration of Elections Built					
Discussion of lessons learned with the relevant actors.	MOIM, LEAP, other stakeholders	First half of 2019	Establish priorities and possible roadmap for future support	Holding of workshops Desk Review Consultations	The project is able to identify priorities for future project.
Develop in collaboration with MOIM a training plan for key staff	MOIM and LEAP	First half of 2019	A sustainable training plan is put in place by the end of 2019	Holding of consultations and meetings with MOIM Development of a training plan	The MOIM will be more prepared for future electoral processes and training will become more institutionalized
Undertake an inventory of the warehouse	MOIM and LEAP	First half of 2019	Ensure that all items are inventoried and MOIM becomes more organized in its maintenance of election materials	Physical inventory of all the equipment	MOIM will know what equipment is needed for future elections and will also be accountable for any material support they have had in the past.
Review with key CSOs and MOIM an action plan for ensuring more inclusiveness for PwDs	MOIM, LEAP and relevant CSOs	First half of 2019	Priorities of identified Strategic plan drafted on needs of PwDs and what is needed to implement it	Series of workshops, consultations	The MOIM will become more PwD friendly and the PwDs will be more included in the process.

Table 14: Recommendations for Component Two

Recommendation	Beneficiaries	Timeline	Performance Targets	Output	Outcome
Component 2: Capacity of the SCE for the monitoring of Elections increased					
Ensure lessons learned are captured and discussed	LEAP/SCE	First half of 2019	Lessons learned are understood and a plan to mitigate challenges and barriers to the SCEs mandate are assessed.	Series of consultations and review of lessons learned report	The project will be able to priorities the future area of support.
Continuation of support to the SCE[67]	LEAP/SCE	Throughout 2019	Establish needs and priorities of the SCE	Conduct an assessment of the short term, medium term and long term needs	The SCE will be better equipped to deal with three election in the future.

Table 15: Recommendations for Component Three

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[67] This will only be possible when a new SCE is announced.

Recommendation	Beneficiaries	Timeline	Performance Targets	Output	Outcome
Component Three: Capacity for Voter Education and Public Participation Initiatives in Electoral Processes Increased					
Ensure future voter education strategies conduct surveys in order to ascertain the effectiveness	LEAP, MoIM	During Voter Education Campaigns	Effectiveness of the campaigns are assessed	Conducting of surveys	Voter education campaigns are more relevant to the stakeholders

Table 16: Recommendations for Component Four

Recommendation	Beneficiaries	Timeline	Performance Targets	Output	Outcome
Component Four: Capacity for the resolution of Election Disputes Improved					
Ensure a capacity assessment of the new CC	CC, LEAP	Subsequent to the decisions from the complaints	Ensure that the new CC´s capacity is assessed	Assessment mission of the new CC	Ability to identify the priorities of the future CC.

Table 17: Recommendations for Component Five

Recommendation	Beneficiaries	Timeline	Performance Targets	Output	Outcome
Component Five: Women´s participation and representation in elections promoted					
Consolidate findings from the Lessons Learned Exercise	ECN, Civil Society, Women in General	First quarter of 2019	To draft a gender action plan	Consolidation of lessons learned and holding a number of workshops to discuss the way forward.	The project together with other stakeholders will be able to prioritize the recommendations and plan an effective gender strategy.
Hold talks with UN Women on possible areas of future collaboration	LEAP, and UN Women	First quarter of 2019	Hold a number of meetings/workshops with UN Women in order to design the best level of coordination and identify the areas of expertise of both ESP and UN Women and their complementarity	Holding of meetings/workshops	To build a collaborative and fruitful relationship in order to impact on the process
Undertake a possible study on women´s participation in order to feed into the gender action plan	LEAP, ECN, CSOs	First and Second Quarter of 2019	Publication of a joint study on women´s political participation, obstacles, barriers and best practices.	Conducting of a desk review of information collected to date, and design of a survey and evaluation on women´s participation	This will link into a more nuanced gender action plan
Forge synergies with other relevant UNDP Projects		Immediate			

ANNEX X - LIST OF PERSONS MET

Name	Position	Organization	Location
1. Dan Radulescu	Chief Technical Advisor	LEAP, UNDP	Beirut
2. Nora Mourad	Research Officer	LEAP, UNDP	Beirut
3. Nazih Darwish	Senior Electoral Officer	LEAP, UNDP	Beirut
4. Celine Moyroud	Country Director	UNDP CO	Beirut
5. Gaelle Kibranian	Governance Programme Officer	UNDP CO	Beirut
6. Faten Ali Younis	General Director – Political Affairs and Refugees	MOIM	Beirut
7. Georges Younes	To be completed	MOIM	Beirut
General Elias El-Khoury	Director General of Civil Status	MOIM	Beirut
8. Imad Labaky	Governor of Akkar	Governorate	Beirut
9. Khalil Gebara	Advisor to the Minister	MOIM	Beirut
10. Nadim Abdul Malak	President	Supervisory Commission for Elections	Beirut
George Mourani,	Vice Chair	Supervisory Commission for Elections	Beirut
11. Dr. Arda Ekmekji	Member	Supervisory Commission for Elections	Beirut
12. Dr. Issam Sleiman	President	Constitutional Court	Beirut
13. Silvana Lakkis	President	LPHU	Beirut
14. Joelle Abou Farhat Rizkallah	Co-Fonder	Women in Front	Beirut
15. Nada Saleh Anid	Co-Founder	Women in Front	Beirut
16. Ghenwa Jirdy	Programme Officer	Women in Front	Beirut
17. Luis Martinez Betanzos	Project Manager	UNDP Regional Project	Skype
18.Marat Murzabekov	Monitoring & Evaluation Officer	UNDP Lebanon	Beirut
19. Olga Eid	Reporting and Statistics Assistant	LEAP	Beirut

20. Guilnard Asmar	Media and Outreach Officer	LEAP	Beirut
21. Omar Kaboul	Executive Director	LADE	Beirut
22. Roula Mikhael	Executive Director	Maharat Foundation	Beirut
23. Layal Bahnam	Programme Officer	Maharat Foundation	Beirut
24. Begoña Lasagabaster	Special Representative of the Regional Director	UN Women Lebanon	Beirut
25. Jad Al Halabi	Project Officer – Women and Youth Empowerment	UN Women	Beirut
26.Fatmeh Fakhreddine	Project Manager	Technical Support for the Lebanese Parliament – UNDP Lebanon	Beirut
27. Diana Vartanian	Project Coordinator	Technical Support for the Lebanese Parliament – UNDP Lebanon	Beirut
28. Abir Chebaro	Advisor to the Prime Minister for Women´s Affiars	Ministry of Women´s Affairs	Beirut
29. Lara Al Hajj	Finance Assistant	LEAP	Beirut
30. Saskia Ramming	Chief of Political Unit	Office of the Special Coordinator to Lebanon (UNSCOL)	Beirut
31. Lars de Gier	Political Affairs Officer	Office of the Special Coordinator to Lebanon (UNSCOL)	Beirut
32. Rita Chidiac	Graphic Designer	LEAP	Beirut
33. Anthony Abou Moussa	Project Assistant	LEAP	Beirut
34. Samer Moussa	Project Assistant	LEAP	Beirut
35. Ghinwa Eido	Procurement Officer	LEAP	Beirut
36. Niall Mc Cann	Lead Electoral Advisor	UNDP BPPS	Skype
37. Samir Gharbaoui	Attaché – Justice, Human Rights and Democracy – Coopeation SEction	Delegation of the European Union to Lebanon	Beirut

38. Falko Walde	Political Officer	Delegation of the European Union to Lebanon	Beirut
39. Joseph Mansour	Qaemaqam	Keserwan	Keserwan
40. Marlene El Haddad	Qaemaqam	Metn	Metn
41. Tom Lambert	Social Stability Sector Coordinator	UNDP Lebanon	Beirut
42. Nicole Rowsell	Head of NDI Lebanon	NDI	Skype
43. Anna Savolainen	Counsellor – Deputy Head of Mission	Embassy of Finland	Beirut
44. Jennifer Birch	Head of Reform Programme	British Embassy, Beirut	Beirut
45. Fady El Meouchy	Political Affairs Officer	British Embassy, Beirut	Beirut
46. Ahmad Mroueh	Former Trainer	LEAP, UNDP	Beirut
47. Asma Nassery	Focal Point	EAD	Skype
48. Richard Gee	Focal Point	EAD	Skype
49. Richard Chambers	Former CTA	UNDP LEAP	Skype
50. Luca Renda	Former Country Director	UNDP	Skype

ANNEX XI DOCUMENTS CONSULTED

2013 Annual Work Programme
2014 Annual Work Programme
2015 Annual Work Programme
2016 Annual Work Programme

Official Gazette – June 17 2017 – Law No 44 Election of the Members of the Parliament – Parliamentary Elections

European Union 2018-2019 Agreement – Annex I Description of Action
European Union 2018-2019 Agreement - Annex II General Conditions
European Union 2018-2019 Agreement - Annex III Budget of the Action
European Union 2018-2019 Agreement - Annex IV Financial Identification Form

European Union Delegation Agreement ENI/2018/395-460
Action Plan Timeframe 2018-12-03 Annex I – DoA Revised
Annex III – EU 2018-2019 Budget for the Action
Annex IV – FIF-UNDP contract

EU Activity Report 2014
EU Activity Report 2015
EU Activity Report 2016
EU Activity Report 2017

European Union Combined Delivery Report 2015
European Union Combined Delivery Report 2014

LEAP AWPs (annual budget)
LEAP AWPs annual budget for voter and civic education
LEAPs Annual Work Plan 2013
LEAPS Annual Work Plan 2014
LEAPs annual Work Plan 2015
LEAPs annual Work Plan 2016
LEAPs annual Work Plan 2017

TWG minutes – 4 June 2013
TWG minutes 7 March 2013
TWG minutes 9 October 2013
TWG minutes 11 April 2013
TWG minutes – 11 December 2012
TWG minutes 11 December 2013
TWG minutes – 12 February 2013
TWG minutes 22 January 2014
TWG minutes 28 May 2014
TWG minutes – 29 October 2014

LEAP External Evaluation Report – January 2014
Post Election Evaluation of the UNDP Project – LEAP – Peter Eicher External Evaluation
3 February 2010

LEAP M & E Framework 2013-2017
LEAP M & E Framework 2018-2019

Final Revised UNDP LEAP Project Document 2014
Final Revised UNDP LEAP Project Document 2015-2017
LEAP Project Document 2018-2019
UNDP LEAP Full Prodoc 2012 – 2013

LEAP Project Board meeting 2013
LEAP Project Board Meeting 2017

LEAP Quarterly Reports from 2012-2018

Report on EDR in Lebanon

140330 Ballot Guidelines

Assessment of the 2014 Voter Campaign

Focus group preprinted ballot

Various Media Reports

UNDP –LEAP RC-HRC Assessment

BRIDGE Workshop Report 20 December 2017

Proceedings of Workshop on Final Voter Register

Womens Participation Awareness Sessions

Workshop on Electoral Systems and Women

Youth and Elections – Get out the Vote