

UNDP TECHNICAL SUPPORT TO THE LEBANESE PARLIAMENT

Project Evaluation

Beirut, Lebanon
2018

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Commissioned by the UNDP, Lebanon

Evaluation Timeframe: 12 – 10 – 2018 to 7 – 12 – 2018

Submitted on: 14 – 12 - 2018

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Acronyms

CSOs	Civil Society Organizations
EU	European Union
LPIP	Lebanese Parliamentary Internship Program
M&E	Monitoring and Evaluation
MPs	Member of Parliaments
NGOs	Non-Governmental Organizations
NHRAP	National Human Rights Action Plan
NHRIP	National Human Rights Implementation Plan
PC	Parliamentary Committee
PCs	Parliamentary Committees
PD	Project Document
PDs	Project Documents
HRPC	Human Rights Parliamentary Committee
RRF	Results and Resources Framework
SDG	Sustainable Development Goals
SDG-PB	Sustainable Development Goals Parliamentary Body
ToR	Term of Reference
UNDP	United Nations Development Programme
UNDP-GP	United National Development Governance Program
UNDP-TSLP	United Nations Development Program – Technical Support to the Lebanese Parliament

Acknowledgement

The evaluation benefited greatly from the support of the UNDP Technical Support to the Lebanese Parliament project team, including Fatmeh Fakhreddine, Diana Vartanian, Carine Safa and Bassel Nasser, who deployed all the necessary effort to organize and facilitate the evaluation meetings. The evaluation benefited equally from the comments provided by Ms. Gaelle Kibranian, Programme Officer at UNDP, and Mr. Marat Murzabekov, Monitoring and Evaluation Officer at UNDP. It also benefited from the feedback provided by Mr. Olivier Louveaux, Policy and Programme Specialist, Regional Bureau for Arab States, UN/UNDP Representation Office, during his visit to Beirut.

Executive Summary

In 1999, the Lebanese Parliament and the United Nations Development Programme (UNDP) jointly initiated a three-year project, titled Technical Support to the Lebanese Parliament (UNDP-TSLP), in order to respond to the needs of the parliament and parliamentarians, in the framework of a cooperation agreement signed by the UNDP and the Speaker of Parliament. The overall objective of the project is to strengthen the legislative, oversight, and representative capacities of the Lebanese Parliament by working with parliamentary committees and the parliament's administration. It also aims at strengthening the relationship between the parliament and Lebanon's civil society. The project has been continuously renewed and subject to revisions, most recently in 2018. Due to the political stalemate and institutional deadlock, which resulted in an extension of the mandate of the parliament on two consecutive occasions (in 2013 and 2014), the project has been functioning with the minimum of resources and delivered little in terms of outputs.

In May 2018, the Lebanese elected a new parliament, of which 64 members out of 128 were elected for the first time. This election renewed the trust in the parliament and created new momentum for the revitalization of the legislative functions of the parliament. This evaluation, therefore, has two main objectives: 1) to assess the level of progress made towards achieving project outputs since 2011 and 2) to present concrete and actionable recommendations for improvement and adjustment to the implementation approach during the post-2018 elections phase.

This evaluation has been designed and developed against the Project Documents and the Results and Resources Framework (RRF), the annual work plans, the progress reports, and other documents made available by the UNDP and the Project Management. The methodology relies on these documents in addition to qualitative data gathered through one-to-one interviews with project staff, partners, beneficiaries and key stakeholders, in addition to participant observation at the parliament. Findings have been cross-checked and triangulated during different interviews and through available evidence.

The intended users of the evaluation are the UNDP and the Lebanese Parliament Administration. The findings of the evaluation will enable partners to set recommendations with regards to future project design as well as to further enhance the outcomes and impacts achieved by the project. The key learnings and next steps of the evaluation will further serve to widen the debate among stakeholders around the role of the project in society as well as to advocate for and secure funding for the project's next phase.

The evaluation is structured as follows: (i) an introduction; (ii) Purpose, Scope and Intended Users of the Evaluation; (iii) relevance; (iv) efficiency; (v) effectiveness; (vi) impact and sustainability and (vii) final recommendations.

The evaluation identifies a number of achievements by the project during the years of its implementation since 2011. In general, the project has succeeded to maintain over the years an excellent partnership with the Lebanese Parliament Administration, which served to strategically position the project at the parliament and to continue in its mandate of supporting Parliament. More specifically, and on the output-level results, the project has managed to achieve the following:

- *Output (1) support the legislative functions of the Parliamentary committees and parliamentary staff* by providing technical support through the production of a number of studies and manuals such as those related to the Lebanese Parliamentary Internship Program (LPIP) and the animation video on the legislative process in Lebanon, and draft law such as food safety, and protection of street children draft laws, and Action plans (such as the National Human Rights Action Plan (NHRAP). Finally, the project has successfully contributed to the creation of a Parliamentary Body to implement the 2030 Sustainable Development Agenda, and an action plan for its work was developed.
- *Output (2) support to enhance inclusive participation in public policy and in the legislative process* by initiating the Lebanese Parliamentary Internship Program (LPIP) and contributing to bridging the gap between civil society organizations and the parliament. In addition, the project organized a series of Regional Development Workshops.
- *Output (3) support the development and adoption of the National Human Rights Action Plan (NHRAP)*, which was successfully achieved, and the project has moved on now to work on the National Human Rights Implementation Plan (NHRIP)

The evaluation also highlights some of the main challenges, gaps and shortcomings:

- Overemphasis on workshops which has reduced the project to a role of secretariat at the parliament; In fact, most of the activities organized after 2013, according to the consulted yearly reports (2014-2015-2016-2017) are workshops. Additionally, several interlocutors have associated the project with “workshop organization”.
- Neglect to institutionalize procedures and mechanisms that might ensure the sustainability of the outcomes of the project (such as technical legislation unit, tracking mechanism etc.);
- Unclearly defined roles and responsibilities of the project team members;
- Insufficient efforts deployed to secure funds for the project.

In general, this evaluation finds that the project within the parliament is very strategic for the UNDP, UN agencies and other development agencies. Most importantly, it finds that the project is strategic and crucial for supporting political and economic reforms in Lebanon through the parliament. The UNDP should build on the strategic role of the project in enhancing the functions of the Lebanese parliament and the momentum gained with the recent elections. The key challenge to the project’s success is to get the buy-in of the speaker’s political office, parliamentary blocs along the political spectrum and secure the ownership of the MPs.

The evaluation recommends the development of a new project document. The recommendations are presented as follow: (1) General Recommendations and (2) Specific Recommendations.

(1) The General Recommendations are prerequisites for the fulfilment of the Specific Recommendations, and are as follow:

- **Political Buy-In:** The UNDP country office has a vital role to play in ensuring that the project stays on track and secures the buy-in of the national political leadership. Any renewal and revision of the project design requires *a priori* the involvement and endorsement of the speaker’s office and the parliament administration. This is the key to the success of the project from the outset.

- Ownership by the MPs: The project document (PD) is a living document, and as such, requires the input of its primary stakeholders. The UNDP can facilitate an inclusive process that draws in the MPs and highlights their needs and priorities, which can be accurately reflected and integrated into the project document. The ownership of the project by the MPs revives the importance of the project and ensures its effectiveness and sustainability.
- Terms of engagement: The project can be more creative and daring in order to free itself from the cautious and reluctant approach in dealing with the parliament administration.
- Thematic areas of focus: Through the inclusive process bringing together the UNDP, the parliament administration and the MPs, the project should jointly identify three or four areas as the main focus of the project for the coming three years. The established SDG parliamentary unit can play a key role in this process. These thematic areas of focus can be implemented through a process-oriented strategy rather than the previous default ad-hoc strategy. Such thematic areas might include the environment, human rights, and economy (relevant to CEDRE) and women political participation. These areas should be identified within the national priorities, in consultation with the beneficiaries of the project.
- Champions of the project: The project can benefit from the presence of highly motivated MPs who might champion the project among their colleagues. These MPs should be the main partners of the project and should be regularly incentivized.
- Active role for the UN Resident and Humanitarian Coordinator and UNDP: The UN Resident and Humanitarian Coordinator and UNDP senior management can play an essential role in supporting the project by working to secure the endorsement of different political parties or the one of the UN agencies working in Lebanon. This can be achieved by highlighting the role of the Lebanese parliament as central to resolving the most pressing issues that Lebanon is currently facing such as the Environment and Economic challenges (CEDRE). This positioning of the project as a “key access point to endorse the parliament and support it will eventually not only attract the interest of the UN agencies but most importantly the one of donor community too.

The Specific Recommendations include the following:

- Address procedures and structures, which ultimately contributes to the long-term impact and sustainability of project outcomes, instead of short-term ad hoc activities.
- Identify the project needs in terms of human resources and staff members and accordingly restructure the ToRs of the project team members and capitalise more on their individual experience, expertise and knowledge.
- Lay out and specify new prerogatives, resembling a mandate, for the Project Board whose membership can be expanded to include former MPs and other development agencies.
- Choose three or four urgent thematic areas, such as the environment, economic reform (CEDRE Conference) and human rights, which will be the focus of the project for the coming three years. This focus will follow a result/impact-oriented strategy rather than follow the previous default ad-hoc strategy.

Introduction

The United Nations Development Programme (UNDP) in Lebanon launched in 1999 a project at Parliament entitled “Technical Support to the Lebanese Parliament” in the framework of a cooperation agreement signed by UNDP and the Speaker of the House of Representatives.

Lebanon’s Parliament:

The Lebanese Republic’s political system of governance is essentially based on two major constitutional frameworks. The Lebanese constitution, drafted and ratified in 1926, lastly amended in 1990. The second framework is an unwritten agreement, known as the National Pact of 1943, which divides power among the major communities by giving the Presidency of the Republic to a Maronite, the Presidency of the Council of Ministers to a Sunni, and the position of the Speaker of Parliament to a Shi’a. The 128 parliamentary seats are divided equally between Christians and Muslims.

In 2005, following the assassination of former Prime Minister Rafik Hariri, the Lebanese political scene hastily and abruptly split into two camps: the March 8 camp and the March 14 camp. With time, the division became more entrenched and extended to all political questions in the country, effectively separating Lebanese society into what looked like two irreconcilable camps, but also contributing to institutional deadlocks. Since then, Lebanon has been facing several challenges starting with extended periods of vacant presidency, dysfunctional government, the absence of an official budget (from 2005 till 2018) and the influx of Syrian refugees into Lebanon.

In the last two years and despite all these challenges, Lebanon has entered a phase of institutional stability following a long period of political stalemate and deadlock. In October 2016, a new president was elected ending more than two years of presidential vacancy. The municipal elections were also successfully organized in 2016. The parliamentary elections were held in May 2018, based on a new electoral law. In April 2018, Lebanon attracted, at the CEDRE conference in Paris, aid pledges exceeding USD 11 billion. Till now, the Lebanese are still waiting for the formation of the government. The renewal and reactivation of institutional and representative organisms undeniably present a golden opportunity for the Lebanon to deal with pressing issues such as the economy.

In this context, the Lebanese parliament remains a key institution to support reforms, fight corruption and launch new process to modernize the economy. Therefore, supporting the parliament in this specific time, is key to the well-functioning of both Lebanon's political system and economic life.

Technical Support to the Lebanese Parliament

Since its inception in 1999, the UNDP-TSLP project has been functioning considerably well with sufficient amount of budget. This reflected the importance of the support provided to the Lebanese parliament and the interest of the donor community in putting the parliament as one of their priorities in the attempt to strengthen and support Lebanon's state institutions. The project, however and since 2013, has been running at minimum budget which have considerably affected its ability to realize its objectives and implement activities.

The broader objective of the project is to provide technical support to the Lebanese Parliament by promoting its capacities in performing its legislative, oversight and representation functions, empowering the Parliament's administration in meeting the demands related to Parliamentary work. The project outputs are as follow:

The main outcome of the UNDP-TSLP are as follow:

From 2011-2013:

Output 1: Institutional capacities of the Parliament strengthened to address critical reform issues, including key peace building challenges.

Output 2: The monitoring and oversight function of the Lebanese Parliamentarians enhanced.

Output 3: Support provided to the Lebanese Parliament to mainstream Human Rights in Parliamentary work.

From 2014-2018:

Output 1: The legislative functions of Parliamentary committees and parliamentary staff strengthened.

Output 2: Support to enhance inclusive participation in public policy and in the legislative process provided

Output 3: Support to adopt and implement the National Human Rights Action Plan (NHRAP), and to mainstream Human Rights in Parliamentary work provided

The project has reserved for itself a very strategic place at the parliament. In fact, the Lebanese parliamentarians continuously request the assistance of the project to conduct research on topics such as the electoral law, the personal status law and others, to provide coordination meetings with CSOs, or to set action plan for Parliamentary committees. In addition, the project has managed to build trust with all political factions and groups represented in the Lebanese parliament to the extent that the project participates in parliamentary committee meeting and activities. The project also managed to achieve several of its outputs specifically those related to the LPIP, a program that aims to offer Lebanese university students a chance to participate in public policy making and get acquainted to the Legislative process within the Parliament. At the same time, the LPIP offers MPs the opportunity to receive adequate support. Additionally, the project has contributed to the development and adoption of the National Human Rights Action Plan (NHRAP).

The project's activities however faced several challenges. These challenges are mostly external to the project and depends of the will of some of the potential beneficiaries to cooperate with the project, or not. The project, for instance, faced some resistance from the parliamentary staff, which hindered the possibility of implementing some of its key activities. This is the case of the training program dedicated to train staff to learn foreign languages. The 2011 yearly report clearly state that none of the staff members "showed commitment and motivation" to take part of these activities "despite the administration's expressed need of foreign language speaking staff"¹.

Most importantly, the project witnessed a critical turn after the 2013 when political stalemate and institutional deadlock has direct impacted the Lebanese parliament. In fact, the parliament's mandate was extended in 2013 and again in 2014 until May 2018, when the latest parliamentary elections were held. Since then, and combined with many factors, including presidency vacuum until October 2016, the Parliament has been paralyzed and the project functioning at minimal capacity in terms of resources and delivered little in terms of outputs.

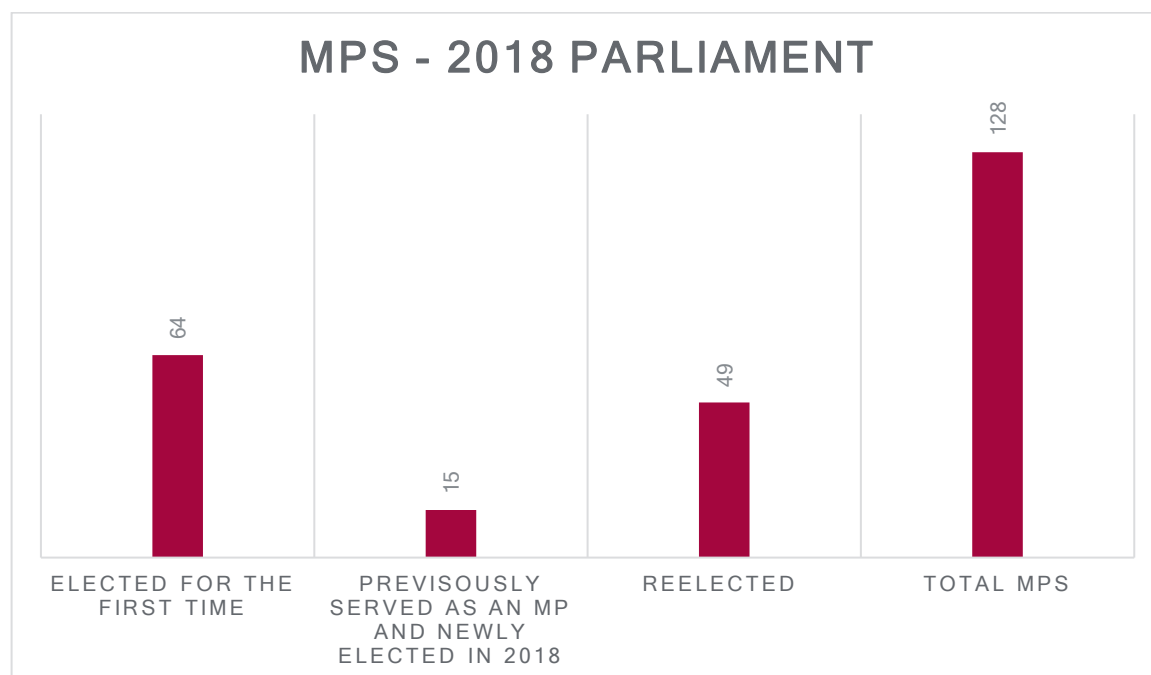
In May 2018, the Lebanese elected a new parliament, of which 64 members out of 128 were elected for the first time. This election renewed the trust in the parliament and created new momentum for the revitalization of the legislative functions of the parliament.

¹ Yearly Report, 2011, p. 11.

Moreover, the project is more relevant in the current period, with the election of a new parliament body in May 2018, than it was previously for three main reasons. On the one hand, the current parliament is made up of 64 members newly elected for the first time (See Annex 1 – names of MPs).

On the other hand, and with the adoption of a proportional electoral system that makes re-election less predictable (compared with the previous majoritarian electoral system), MPs are more motivated to perform and prove themselves. Finally, the 2018 parliamentary elections witness the emergence of civil society groups as political actors running for parliamentary seats. As a result, MPs have to contend with these groups who call upon the MPs first and foremost to fulfill their legislative functions rather than serving the “politics of patronage and clientelism”.

According to a young and newly elected MP, “I come from a political family, but I can no longer rely on this legacy since all my friends belong to the civil society. I cannot do politics the way my father did. I have to do politics differently.”



Accordingly, this evaluation will present its findings based on two correlated criteria: the project and the way it was implemented; and the potential of the project in the event of the development and conceptualization of a new PD.

1. Purpose, Scope and Intended Users of the Evaluation

1.1 Purpose of the Evaluation

Based on the ToR (Annex 2), this evaluation aims to assess “the level of progress made towards achieving project outputs since 2011”, as a result of the implementation of the UNDP-Parliament project at the macro level covering the period from 2011 to 2018 and as outlined in the monitoring and evaluation plan.

1.2 Scope of the Evaluation

The evaluation of the implementation of the project outputs is based on four criteria: relevance, efficiency, effectiveness and impact/sustainability:

- **Relevance:** Evaluating the degree to which the project considers the local context and problems and the extent to which the objectives of the project are consistent with beneficiary requirements and needs;
- **Efficiency:** The evaluator will assess how economically inputs, such as expertise and time, are converted to results.
- **Effectiveness:** Evaluating the extent to which project’s objectives have been achieved and consider if the planned activities are coherent with the overall objectives and project purpose.
- **Impact:** Evaluating the impact achieved by the project with regards to the beneficiaries.
- **Sustainability:** Evaluating the project capacity to produce and reproduce benefits over time by considering to what extent intervention benefits will continue even after the project is concluded.

1.3 Intended Users of the Evaluation

The intended users of the evaluation are the UNDP and the Lebanese Parliament. The findings of the evaluation will enable the partners to set recommendations with regards to future programming design as well as to further enhance the outcomes and impacts achieved by UNDP parliament project, with the parliament and the members of parliament. The key learnings and next steps of the evaluation will further serve to redraft the project document as well as to advocate for and secure funding for the project’s next phase.

1.4 Methodology

For the criteria identified in the ToR, the methodology adopted a multilayered approach to collect and analyze data. As mentioned in the ToR, it will rely chiefly on the OECD evaluation criteria but most importantly on the “Handbook on Planning, Monitoring and Evaluating for Development Results”², along with the UNDP companion guide on outcome-level evaluation³.

The report adopted the definition of the United Nations Evaluation Group (UNEG) that understands evaluation as “an assessment, as systematic and impartial as possible, of an activity, project, programme, strategy, policy, topic, theme, sector, operational area or institutional performance”⁴.

Therefore, the evaluation did not only highlight the extent to which the program has helped the Lebanese parliaments and parliamentarians but also the ongoing challenges that face such programs (national scale and project level). This entails an evaluation that takes into account simultaneously the general context of the country and the internal infrastructure of the project.

A multi-dimensional methodology has been adopted in order to conduct this evaluation:

(1) A thorough desk review was conducted in order to develop in-depth knowledge and understanding of the project documents and activities (Annex 3: List of consulted main documents). These documents include annual progress reports, quarterly reports and the breakdown of the budget. Other documents and studies on parliamentary development were also consulted⁵.

² The “Handbook on Planning, Monitoring and Evaluating for Development Results” (2009).

<http://web.undp.org/evaluation/handbook/documents/english/pme-handbook.pdf>

³ “Outcome-Level Evaluation: a companion guide to the handbook on planning monitoring and evaluating for development results for programme units and evaluators” (2011).

[http://web.undp.org/evaluation/documents/guidance/UNDP_Guidance_on_Outcome-Level%20 Evaluation_2011.pdf](http://web.undp.org/evaluation/documents/guidance/UNDP_Guidance_on_Outcome-Level%20Evaluation_2011.pdf)

⁴ “United Nations Evaluation Group Norms and Standards for Evaluation”. (2016), p.10.

https://www.betterevaluation.org/sites/default/files/UNEG%20Norms%20%20Standards%20for%20Evaluation_WEB.pdf

⁵ The “UNDP Strategy Note : Parliamentary Development” (2009).

http://www.undp.org/content/undp/en/home/librarypage/democratic-governance/parliamentary_development/parliamentary-development-strategy-note-.html

(2) In-depth semi-structured interviews were conducted with UNDP staff, members of parliaments, and parliament staff. In addition, interviews were conducted with experts, NGOs, and international organizations (Annex 4 – List of interviewees).

(3) Participant observation was undertaken at the parliament. It is a method that granted the evaluator the opportunity to learn about the activities of the parliament and parliamentarians and how do they interact with the project team members. This granted the consultant a first-hand experience of how the parliament functions. In this line, and beside spending time at the UNDP - TSLP offices, the consultant also attended the meeting of the SDG Parliamentary Body.

(4) Identification of Stakeholders and Sampling: In consultation with the project team, the parliamentarians were chosen among those who closely supported and benefited from the project, but also those who were reluctant to work with it. Parliamentarians were also chosen to represent the political spectrum (to reflect several parliamentary blocs). From each of the parliamentary blocs the evaluation identified one or two members. Also, it identified heads of PCs. Similarly, NGOs will be identified that have collaborated with the project or have projects independently and are not coordinating with project. This selection took into account the values of inclusiveness

(5) Designing a Questionnaire for Semi-Structured interviews: Given the content of the ToR, the data collection relied on one-to-one interviews with semi-structured predetermined questions, inspired chiefly by the questions presented and highlighted by the ToR. This method provided the evaluation with in-depth information about the people involved in the project.

(6) Ethical considerations: All interviews took into account ethical considerations and principles that do cause no harm to project employees by providing a safe environment to conduct interviews and informing them of their right to anonymity. This is a very crucial component of the proposed methodology, specifically due to potential inequitable power structures and

hierarchies. In most of the case, the evaluation anonymizes the identity of the interviewees out of respect for the ethical codes and principles in the social sciences⁶.

(7) Triangulation of data collected: All data was triangulated before being included as a final finding in the report. It should be noted that the comments provided on the first draft were extremely beneficial to clarify some key points and findings in this evaluation and to further triangulate them. The report explicitly mentions the cases when the analysis is not sufficiently supported by evidence due to lack of information.

1.5 Limitations and Evidence

In close coordination with the Project Team members the evaluation identified MPs that represent the political fabric of the Lebanese parliaments. However, and despite continuous attempts to meet with MPs some of them were not responsive. Indeed, the evaluation could have benefited greatly from additional time and more responsiveness on the part of the parliamentarians. At the same time, however, the evaluator finds that sufficient data was collected as well as information and materials in order to make informed and evidence-based recommendations.

⁶ For this reason, there is no direct references in the footnotes to the time and the date of the interview. Otherwise, it would be easy to directly reveal the identity of the person by simply checking the list of the interviewees.

2. Relevance

The evaluation finds that the overall project objectives are highly consistent with beneficiary requirements and expectations, but the project has failed to overcome the national political context. The overall stated objective “Strengthening the legislative, oversight and representative role of the Lebanese Parliament” is highly relevant. Relevance is explained below according to different groups of beneficiaries:

- *Assess the relevance of the project in the context of Lebanon’s parliamentary system;*

The project is highly relevant and necessary in the context of Lebanon’s parliamentary system. First and foremost, the parliament system does not have specialized bodies to help MPs draft and/or review legislation. Secondly, MPs do not have access to resources and/or allocated budgets to hire advisors for the purpose of legislation. Thirdly, the role of the MP in the current Lebanese political system tends to be more service-oriented rather than legislation-oriented. In other words, MPs focus more on serving their constituencies. They are also busy with securing their own political survival and that of the larger political group or party to which they belong⁷.

- *Assess mechanisms of coordination with other donors and actors working with Parliament;*

The project suffers from a lack of coordination with actors working with the parliament. The UNDP-TSLP did not liaise with other actors, namely the Westminster Foundation for Democracy (WFD) and the European Union, which both provide similar support to the Lebanese Parliament in order to strengthen its capacity and resources for effective legislative and oversight functions. The interaction between the project and these two actors is solely restricted to mutual invitations to participate in events and workshops. The evaluator did not receive sufficient explanation as to why there exist a lack of coordination. The only respond by the project manager was that the “despite that the two projects do not jointly work together, however, they do share their work plans to not have overlaps between the activities”.

⁷ The Lebanese Center for Policy Studies, “Did MPs fulfill their duties”, 2018
<http://www.niyabatanani.com/pdf/Infographics.pdf>

As for the donors, and due the political deadlock that has defined the Lebanese parliament since 2013 along with the Syrian refugee crisis that has changed the priorities of the international donor community since 2011, the project has not attracted donor interest. This is evident in the project documents, including quarterly and yearly reports. For instance, the 2014 Annual progress report clearly states that, “the project faced challenges related to finding funding resources to implement its projected activities despite applying for several funding proposals. The reason behind this impediment could probably be that current funding may be directed towards Syrian displacement in Lebanon and that the international community is prioritizing this issue over parliamentary issues for the time being”⁸. Despite the fact that several attempts to submit a proposal and raise funds did not succeed⁹, still and as implied by two UN staff, the UNDP-TSLP and the UNDP-GP should have deployed more efforts and coordinated their actions in order to raise additional funds for the project. Although the parliament rarely did meet for nearly five years (2013-2018), the parliamentary committees (PCs) continued to be active.

It is noteworthy that the two main actors working to provide support to the parliament (EU and WFD) had funds during the same period while the UNDP project did not. In order to overcome the challenge of political deadlock and institutional stalemate, the WFD and according to its program manager Hasnaa Mansour, opted to conduct a mid-term evaluation, based on which it decided, to redirect project energy towards the region while continuing to support the Lebanese Parliament¹⁰. While it is true that the WFD managed to continue its work, a UN staff member reported that WFD was able to raise fund “because they have regional activities” and that the “EU project was designed before the political deadlock, and it could not spend the fund during the deadlock and the donor had to take it back”. Whether it is true that the project could not raise funds because of funds shifting towards Syrian refugees and that WFD were only able to implement activities and guarantee the continuity of their project because they

⁸ 2014 Annual Progress reports, p. 6

⁹ The proposals were submitted to AusAID, UAE, PACDE, EU (2 proposals), UNDG, Belgian Embassy, European Endowment for Democracy, and the Japanese embassy.

¹⁰ Among their activities include the publication of a report that documents the achievements of the Public Works, Energy and Water parliamentary committee, continuous support to the Finance and Budget parliamentary committee and most recently a two-day induction conference for the MPs, which was attended by 35 MPs.

implemented regional activities, it is not clear to the evaluator however why the UNDP has not undertaken an evaluation process to find a solution to a project that fell into stagnation in terms of funding from 2014 till 2018. This inaction might have put the project at risk (for instance suspending its activities and closing down) and eventually losing its strategic position within the Lebanese parliament.

Indeed, this current evaluation commissioned by UNDP attests to the great interest of UNDP in the project and reflects their will to reshape and re-boost its activities. It coincides with the election of a new parliament.

It should be highlighted in this context that the Director of Research at the Issam Fares Institute (IFI) at the American University of Beirut (AUB) professor Nasser Yassin is currently conducting an assessment study with some parliamentarians in order to launch a project to support the Lebanese parliament. This assessment according to Yassin, aims “to enhance oversight role, make legislation process more systemic, strengthen capacities of parliament staff & build trust with society”.¹¹ Indeed, this initiative is very identical to the one originally developed by UNDP in the project document. The initiative was announced on Yassin’s twitter account and should be investigated further either to initiate collaboration with UNDP, or to assess potential “competition” and therefore avoid duplication work. It remains unclear whether this initiative is endorsed by the Parliament Administration or the Speaker’s office.



Figure 1: Screenshot from Professor Nasser Yassin Twitter Account: take on December 17, 2018.

¹¹ Nasser Yassin Tweeter account, @nasseryassin, Tweet on Dec 13, 2018.
<https://twitter.com/nasseryassin/status/1073198465432387584>

- *Assess the extent to which the project has addressed the issues of gender inclusion, women's equality and empowerment, and the extent to which gender perspectives have been mainstreamed into the design and implementation of the project;*

Both in its design and implementation, the project addresses gender inclusion, women's equality and empowerment. In fact, in all project documents since 2011, there is a clear mention of gender mainstreaming. The Project Documents (PDs) clearly states that the general strategy of the project is grounded in "gender equality" among other democratic governance practices, such as Human Rights and anti-corruption¹². Moreover, the PDs emphasize that the project should promote "gender equality and women and youth empowerment, inclusive participation (with a special focus on woman and youth)¹³". It is to be noted, therefore, that the project's design and activities are indeed gender sensitive and offer some practical steps towards achieving gender mainstreaming. In other words, and to a large extent the project does respond successfully to the criteria set by UNDP on the importance of gender mainstreaming¹⁴.

On the practical level and from the outset, women have been well represented in the project management. The team is currently made up of three women and one man. The project directly tackles the problem of women's underrepresentation in the parliament and in political leadership at large among others through the promotion of a women quota, as a Temporary Special Measure. In 2017 alone, for instance, the project provided support for the adoption of a women quota in the parliamentary electoral law in cooperation with the National Commission for Lebanese Women¹⁵. In addition, gender expertise is available in the project, precisely through the project manager who became as "reference in women's issues in Lebanon", according to one of the team members. Finally, the pool of experts with whom the project has worked at least since 2011 is gender balanced to a large extent. In fact, out of 28 publications

¹² For instance: "The 2011-2013 Project Document", p. 5.

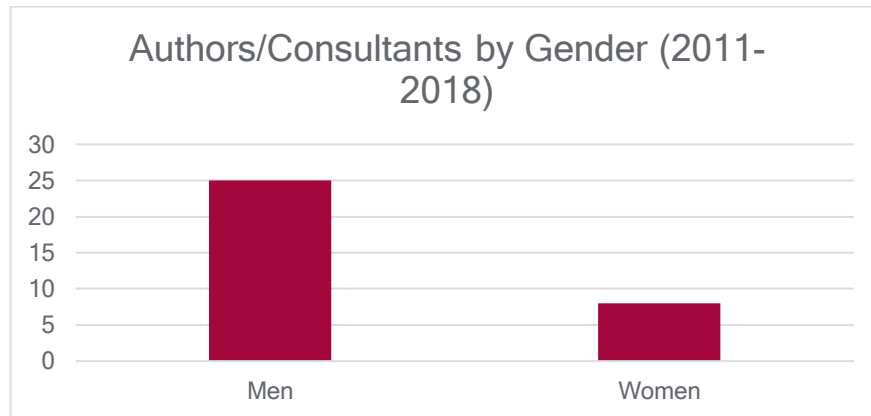
¹³ For instance: "The 2012-2013 Project Document", Signed on November 16, 2012, p3.

¹⁴ For instance, "Gender Mainstreaming Made Easy: Handbook for Programme Staff"

http://www.undp.org/content/dam/somalia/docs/Project_Documents/Womens_Empowerment/Gender%20Mainstreaming%20Made%20Easy_Handbook%20for%20Programme%20Staff1.pdf

¹⁵ Refer to the 2017 Project Annual Report.

by the project (other than those published under the name of UNDP or the UNDP/Lebanese Parliament), 8 are written by women – something considered as a positive in the Lebanese context.



- *Assess how well the results being achieved are addressing the interests and rights of marginalized and vulnerable groups in the society.*

Similarly, the interests and rights of marginalized and vulnerable groups are highly incorporated in the project design and implementation. The inclusive participation in public policy and in the legislative process laid out in Output 2 addresses youth. This has led to activities and a draft law revolving around the prevention of child marriage. The recommendations that came out of these activities, however, were not disseminated upon the parliamentary administration's request. In effect, the implementation of project activities often depends upon approval by the parliament's administration as well as wider political consensus.

- *Review the project's efforts to ensure the application of UNDP's people centered/human right-based approach;*

The UNDP's human right-based approach is highly integrated and mainstreamed into the project design and implementation, specifically in its Output 3, "Support to adopt and implement the National Human Rights Action Plan (NHRAP) and to mainstream Human Rights in Parliamentary work provided". To date, this output is considered as the most important achievement of the project. Currently the project is working to assist the parliament in the development and implementation of a National Human Rights Implementation Plan (NHRIP).

3. Effectiveness

The evaluation finds that the project has achieved its expected results with different levels of success and that project effectiveness has been compromised by three main challenges: the general political and security situation of the country, the lack of responsiveness by many MPs towards the project, and the eventual constraints placed by the Parliament Administration on the project activities. These challenges have led the project to be implemented in an *ad hoc* fashion, whereby its activities are implemented inconsistently and according to the personal initiatives of certain MPs.

It is noteworthy that the project has made significant progress throughout the years on many levels, including building and maintaining excellent relations with the Lebanese Parliament Administration, the NHRAP, the LPIP, and most recently, the SDG Parliamentary Body. It has also remarkably developed very good relations with representatives of Civil Society Organizations (CSOs), a point that will be developed below (Under Efficiency).

Yet it remains very difficult to objectively assess and to quantify the effectiveness of the project since 2011 because the Results and Resources Framework (RRF) is very quantitative and focused on activities. Bearing in mind the nature of the parliament and its slow and long-term nature, it is complicated to measure the extent to which the activities have contributed towards achieving results and producing an impact on the institutions itself.

- *The evaluation assesses the extent to which project's objectives have been achieved and consider if the planned activities are coherent with the overall objectives and project purpose. Under this evaluation criterion the evaluator should, inter alia:*
- *Validate results achieved against Project Document (and subsequent revisions) as well as the related standard framework for M&E;*

The project document has been modified on several occasions in order to respond to the changing needs of the Lebanese Parliament but also to keep abreast with requirements as a result of the political situation in the country. While the main project objectives have remained the same, which is strengthening the structures of legislative, oversight and representation capacities of the parliaments while working closely with parliamentarians, parliamentary committees and

parliamentary staff, the activities have gradually changed and have compromised the effectiveness of the project.

The evaluation finds that a main component of the project has been changed and modified, which might have greatly affected the project's effectiveness. In fact, the project document for 2011-2013 clearly states under Output 2, "the monitoring and oversight functions of the Lebanese Parliamentarians", the need to work on 1) "developing and updating a tracking system to monitor the legislative process/functions at the Parliament which includes publishing an annual report to publicize the results"¹⁶ and 2) "supporting the Parliament in disseminating the proceedings of hearing sessions to stakeholders and the media"¹⁷. These objectives were dropped in the substantive revisions made to the project document for the period 2012-2013.

Alternatively, and under the same Output 2, the project has been more effective in working on the organization of Regional Periodic Workshops (RPWs), "one of the most essential components of this project" according to a UN senior staff. These RDWs aims to facilitate dialogue and exchange between the government, local authorities, public agencies, the private sector, CSOs, and the parliamentarians. Indeed, the evaluation finds that these workshops and the publications they produce are very useful. It is striking, however, that these reports have not been published on the website of the parliament, a website that has been updated and yearly subsidized¹⁸ by the UNDP project, because "everything takes time and the prior agreement of the Parliament Administration"¹⁹. Still, over time these workshops have lost momentum and their numbers have decreased (Annex 5: List of RPWs).

Between 2011 and 2013, the project was very active in supporting parliamentary committees with studies and expertise, such as the technical support provided to the Administration and Justice parliamentary committee or the one of the Youth and Sports²⁰.

¹⁶ 2011-2013 Project Document, p. 7

¹⁷ 2011-2013 Project Document p. 7

¹⁸ The project covers the cost of the website maintenance.

¹⁹ It should be noted that according to the project team the parliamentary staff in charge of the content of the website does not always update it. The evaluator met with the person in charge who insisted that "everything runs smoothly and that we don't face any problems... I post only what I am asked to post by the parliament administration".

²⁰ Project Annual Progress Reports (2011-2012).

In addition, and always under Output 1, the efforts deployed to support women and children issues are remarkable. In fact, on many occasions, the project facilitated the interaction of CSOs with the parliament. This is the case for instance, of the assistance that was provided to the head of the Woman and Child Parliamentary Committee in studying “the draft law proposal on the optional personal status” presented by a CSO (SHAML).

For instance, and in 2011, under Output 1, the project was very effective in setting the stage for the LPIP, which was launched in 2011. This resulted in many steps that the project has undertaken in order to achieve successful results. These steps included and are not limited to: drafting the underlying principles of the LPIP Programme at first, drafting and designing all documents related to the LPIP in both English and Arabic including Leaflets, posters, folders, administrative papers and established a special section for the LPIP on the Parliament Website for candidates to apply online. Again, under Output 1, the project was also very effective in supporting the parliament to update its website. This was done in close cooperation with the Information and Technology Department at the parliament. The project also pays for the yearly maintenance of the website.



Figure 2: Front page of the Lebanese Parliament Website - www.lp.gov.lb (Screenshot taken on Dec 10, 2018)

On the other hand, and as explained above, the evaluation finds that the project did not make any progress in its stated objectives on 1) accountability of the tracking system and the 2) publications of an annual report on legislative process. According to the project manager, the tracking

mechanism was removed from the project document since “this activity could not be implemented as it meant actually amending the internal regulation of parliament.” The yearly report of 2011 does not explain or justify this shift. But, according to the project manager, “the renewal of the PD depends on the trustworthy relation between the parliament administration and the project management... the activities are not thoroughly discussed during the yearly board meetings. Alternatively, all activities require the pre-approval of the administration. That’s why the project presents to the National Coordinator, a detailed background on the activities, stating the main purpose, objectives, and direct and indirect involved stakeholders as well as the expected outcomes. This draft should then be approved by the Speaker of the House.... And this is when the parliament administration did not approve Output 2. (tracking system) and has to be omitted at another stage”. While this description is very clear and comprehensive, it shows the extent to which the parliament administration for reasons that remains unclear to the evaluator, are able to set a “ceiling” for the project and even go farther to push for the amendment of the PD.

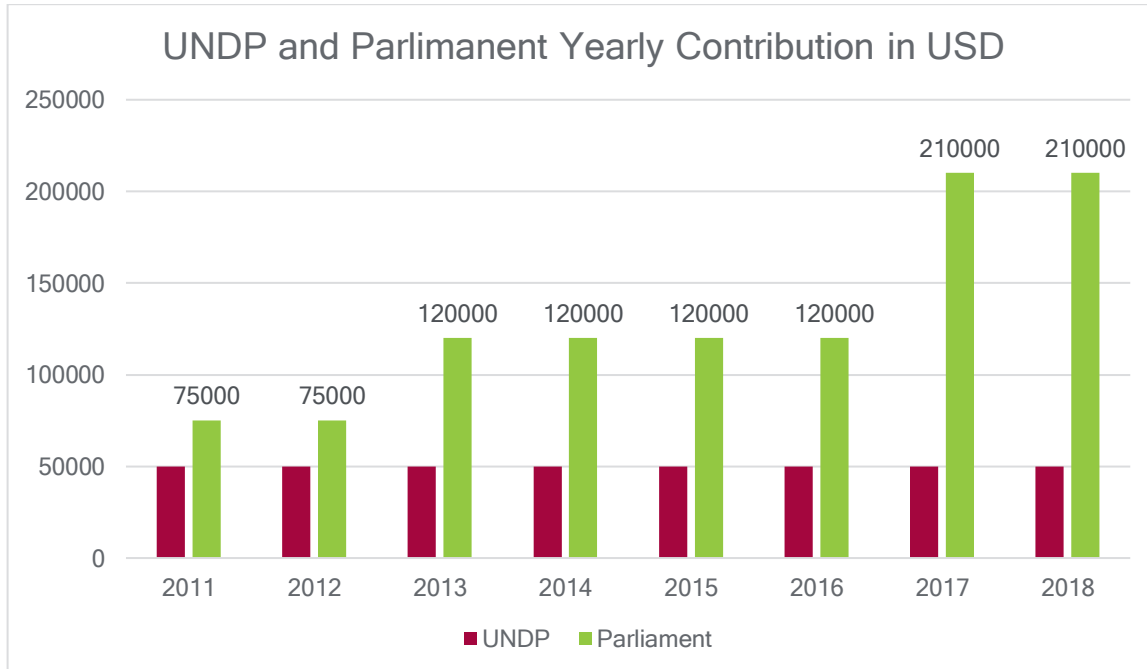
Finally, Output 3 (from 2011-2013) was successfully implemented. In fact, the project played crucial role in supporting the Human Rights Parliamentary Committee (HRPC) in finalizing and adopting the National Human Rights Action Plan (NHRP) and ensuring buy-in by all stakeholders. The process is highly appreciated by Dr. Michel Moussa, the Head of the HRPC, who have expressed all gratitude to the project for pushing for the adoption of the NHRAP and is also expecting a similar role from the project to adopt the NHRIP.

- *Review the main challenges faced by the project, including the ways in which the project has sought to overcome them.*

The main challenge faced by the project is the political deadlock between 2013 and 2018. This had a negative impact on the overall work of the parliament. In addition, this rendered the parliament a dormant institution that does not attract the interest of donors. The project sought to overcome this challenge by conducting extensive work on women’s issues. As mentioned above, and working under the same conditions, the Westminster Foundation conducted a mid-term evaluation in order to find new ways to continue its work.

Another important challenge faced by the project lies in the willingness of the MPs and the Parliament Administration to collaborate. It is crucial to understand that communicating with MPs is indeed “time and energy consuming”. The project has not overcome this challenge by adopting a communications strategy based on institutional links. Rather, it has fallen into the trap of informality that characterizes the work of the parliament. Alternatively, the evaluation finds that the project has created a dependency on a limited number of MPs who often do solicit and request the support of the project. While this is a very positive point, it also indicates that the project relies more on personal interaction, due to the willingness of the MPs to work or not, and less on institutional partnerships.

Finally, in the face of a shortage of funds, and based on the trust relationship with the Parliament Administration, the project successfully raised the parliament’s share of the budget (from USD 75000 in 2012 to USD 210000 in 2017). However, according to the Secretary General of the Lebanese parliament Adnan Daher, “the Parliament has done everything to support the project, it is the turn of UNDP to raise funds and boost their activities”.



4. Efficiency

- *The evaluator will assess how economically inputs, such as expertise and time, are converted to results. Under this evaluation criterion the evaluator should, inter alia:*
- *Assess the existing governance structure of the UNDP project and analyze areas of strength and weakness as well as provide concrete recommendations on possible new models and approaches for future phase post 2018 elections.*

In order to assess the existing governance structure of the project and analyze areas of strength and weakness, the evaluation looks closely at the project board, the relationship between the project management and the wider UNDP-GP and the project team.

a. The Project Board

While the project has enjoyed ongoing support from the part of the project board, the evaluation finds that the role of the project board remains somewhat limited. The project board brings together a representative of the UNDP, the Parliamentary Administration and MPs with whom the project has worked since its inception. The project board is expected to meet at least twice a year and conduct a Tripartite Review at the end of the year in order 1) to assess and evaluate the achievements of the project 2) to discuss a new action plan as well as 3) to renew the cooperation agreement between both parties.

In effect, the board meets only once a year, for a maximum of two hours. During the first hour, the general activities implemented by the project are discussed. Thereafter, the board discusses and approves the renewal of the project for the year to come. While this serves to maintain the momentum of the project, and crucially, to prolong its life, the project board does not provide critical feedback based on performance evaluation reports or criteria. To date, the project board has not invited additional partners or stakeholders in their capacity as observers to share relevant information as and when required. Moreover, there is general consensus that the board adopts a very informal approach towards the project, in that it does not have input in the content of the project, but rather primarily serves to renew trust between the UNDP and the Lebanese Parliament. In the words of a project team member, “The board is extremely supportive, especially the Parliamentary Administration. We know already that the project will be renewed”. In fact, this statement reflects, once again, the that the relations between the project and the Lebanese administration and the project board are built on trust. But this trust

does not extend to play a real supportive role to the project, where the board play an essential role in fulfilling some prerogatives that help to guide and support not only the project per se, but rather the activities of the project as set in the PD.

The evaluation finds that the project board should remain positive and supportive, but it should expand to include other development partner representatives and former MPs. Most importantly, its prerogatives should be laid out and specified in a document resembling a mandate.

b. The Project Team

The evaluation finds that the roles and responsibilities of the project team members are not clearly defined, as expressed by the team members themselves. In fact, for nearly nine years, their terms of references (ToRs) have not been revised (Annex 6: Current Organizational Structure of the UNDP-Lebanese Parliament Project). Moreover, there is a lack of a clear division of labor among the team members, whereby everyone does everything, and no team member works according to previously specified tasks. Indeed, all the team members work simultaneously on tasks varying from administrative to communications and research tasks. In this way, the project is not benefiting from the expertise and potential of its team members. This might eventually lead team members to feel demotivated and to resign. Recently, one team member submitted her resignation for some of the reasons described here. Finally, the project team members do not benefit from any training opportunities, although they did previously until 2011. The only training they undergo is the required UNDP Country Office training, which includes first aid training and communications.

Despite this confusion in the division of labor, the project team continues to deploy all of its abilities to produce solid work. For instance, and due to the lack of available budget, team members find themselves researching, writing, editing, translating and designing the project's published material. This has also led some of the team to feel understaffed, given how stretched out they are in terms of the kinds of tasks they do.

c. The Relationship between the Project Management and the UNDP - GP

The project falls under the Governance Program of the UNDP and the relationship between the project management and the program is by and large productive and smooth. The UNDP-GP regularly reviews and approves the project work plans and reports as well as the appointment and responsibilities of its staff. Nevertheless, the relationship finds itself in a grey area with regards to the coordination of fundraising and the emphasis on deliverables.

- *Coordination of Fundraising:* ambiguity regarding who should be raising funds for the project has affected fundraising for the project, whereby both project management and UNDP-GP have not deployed sufficient efforts to communicate with donors, raise and secure additional funds. It is important to note that, according to a UNDP – GP staff member, “GP program has shared all possible and available funding opportunities or call for proposals with the project team and jointly developed more than 9 proposals”. Despite these efforts, there is a lack of understanding about what is to be done and who is to do it with regards to fundraising. And given the strategic role of the project UNDP senior management is expected to play an active role in raising funds for the project.
- *Emphasis on Deliverables:* the relationship between the project management and the program is skewed towards meeting the requirements of the UNDP-GP, which revolves mainly around deliverables or the importance of conducting activities that might eventually be incorporated in the quarterly or yearly reports. This contrasts with the nature of working with the Lebanese Parliament, which tends to be slow and oriented towards long-term objectives rather than short-term ones. This might have led the project management to focus on organizing workshops, and the project to develop a reputation as a “secretariat” of the Lebanese Parliament and the Parliament Administration, a point which will be explored in more detail below.

Therefore, the evaluation recommends that both the project management and the UNDP-GP should work hand in hand to actively revalorize the project and attract additional funds.

- *Assess the value added of the partnership between UNDP and the Lebanese Parliament (incl. parliamentary administration, committees, and Members of Parliament) in the framework of the project's implementation*

The evaluation finds that the partnership between the UNDP and the Lebanese Parliament is mutually beneficial and generally positive. On the one hand, the parliament has shown its commitment to the project by renewing its contract with the UNDP since 1999 to date, and most importantly, by raising its contribution to 75% of the project budget. On the other hand, the UNDP has secured a strategic position for itself within the Lebanese Parliament. At the same time, the partnership faces three challenges that compromise the efficiency of the project and that are explored in detail below.

a. A cautious approach

Since the project works to support the Lebanese Parliament, the latter is positioned to set the terms of this support. The project requires the prior approval of the Lebanese Parliament Administration for its annual work plans as well as its activities. As highlighted by one civil society activist who organized a workshop with the project, “the Lebanese Parliament Administration can and does cancel events, and change or veto names of certain participants and speakers and, most crucially, the choice of policy issue.” This has led the project management to be rather cautious in planning and implementing activities. This is clearly expressed by the project manager, “I only work upon requests by heads of parliamentary committees, and not individual MPs, and when I have the prior authorization from the Parliament Administration.”

This cautious approach in dealing with the parliament administration comes after two different project managers before 2011. The first manager had to leave his position for “unknown reasons” as explained by many interlocutors. After his departure the cooperation activities with the French and Belgian embassies and their national parliaments were suspended (exchange visits). Another manager did not last for more than one year as “she was either very daring”, or “did not understand the project”. Another evidence also is due to the fact that the parliament asked the project to “withdraw a publication on a specific topic that was opposed by a political party”.

This has led the project to operate in a very cautious and reluctant way, which gives rise to contradictory effects. On the one hand, this guarantees the sustainability of the project, which enjoys the ongoing support of the Parliament Administration. On the other hand, however, this compromises some of the project's outputs that do not find interest in the Parliament Administration. For instance, the parliamentary internship program for university students, which was previously considered a success story and a major activity towards achieving Output 2, is no longer managed by the project and has lost its momentum under the leadership of the parliament. As revealed by a member of the Parliament Administration, "The internship program opened the doors of the parliament to young people, but also granted them access to otherwise undisclosed information and backdoor politics."

b. Relationships with MPs

The project management and team enjoy remarkable and trustworthy relationships with certain MPs and heads of parliamentary committees. They have become skilled in communicating with both the Parliament Administration and MPs. In the process, they have also earned the privilege to sit in on parliamentary committees.

At the same time, however, the evaluation finds that the main challenge facing the partnership between the UNDP and the Lebanese Parliament is the willingness of the MPs to work and engage with the project. In fact, MPs are not always responsive to the project as they are very busy with their political activities. This became very evident when more than half of the MPs contacted for the purpose of this evaluation did not respond positively. When others did respond, they had very little time for the meeting. Indeed, this is an indication of their readiness and willingness to collaborate with the project and according to what terms.

Alternatively, some MPs have voiced concern over the legitimacy of the project and the role of the UNDP generally in creating structures parallel to public institutions. Nevertheless, they have still expressed their interest in soliciting support and expertise from the project.

Finally, it is noteworthy that not all newly elected MPs are aware of the project, and some MPs only learned of the project for the first time during interviews conducted for the purpose of this evaluation: “I did not know that such a project exists and I did not know what activities they are conducting”. Meanwhile, other MPs associate the project strictly with “organizing workshops”.

One member of parliament in particular, who was involved in the drafting of the NHRAP, has been critical of the project, complaining about the lack of coordination and the overemphasis on deliverables, which jeopardized the process. In fact, he addressed a letter to the UNDP management, to which he did not receive an answer (Annex 7: Letter of MP Ghassan Moukhaiber).

Most recently, and according to the project manager, the project is facing challenges to put on track the work SDG parliamentary body, to which the project has set a clear and detailed Action Plan. These challenges are mostly related to the “busy agenda of the members of committees, which sometimes might delay the work of the project in meeting the deadlines of the Action Plan”.

c. Underfunded Project

The project has been seriously underfunded since at least 2014. As a direct result of this budgetary shortage, the project outputs and activities have become unrealistic.

This has been echoed on several occasions by the project manager who deplores the lack of funds and the inability to support MPs and respond to their requests. On several occasions, for instance, the head of the Sports and Youth Parliamentary Committee has requested an action plan for the committee, but the project has been unable to deliver due to the lack of funds. Yet despite this funding shortage, if the skill sets of the project team are more efficiently deployed, they can continue to meet the various requests of MPs.

With regards to cost-sharing between the UNDP and the Parliament, payments by the latter have been considerably delayed and in turn the UNDP has taken it upon itself to cover the

payments out of their “kit money”. While this reveals mutual commitment to the project and the partnership, it also places undue pressure on the project team, who was unsure that the project can continue to pay their salaries.

Indeed, the project’s struggle with funding has been exacerbated by the dramatic political deadlock and the lack of interest by donors to support the inactive. Today, however, with the newly elected parliament, there is momentum to build on and to position the project as a strategic one for the sake of strengthening Lebanese state institutions.

- *Assess relevance and utilization of M&E processes;*

Monitoring and evaluation (M&E) is conspicuously absent from this project, although it is a central component of project management in general. Even where monitoring indicators are provided in project documents, they tend to be strictly quantitative, such as number of meetings held, number of requests by MPs, or number of training activities provided. In fact, and since 2011, the only external evaluation, or assessment, conducted was by a “Belgian consultant”²¹. The project team was unable to locate this document and thus it did not inform the analysis and writing of this evaluation.

Besides the regular reports that are submitted to the UNDP-GP, the only internal assessment to take place is that during the Tripartite Review between officials of UNDP and the Lebanese Parliament at the end of each year. As discussed above, however, this meeting remains rather informal and the project team members and some of the MPs who participate know *a priori* that the project contract will be renewed. This is also, according to a member of project team symptomatic of the political crisis: “This was due to the extension of the Parliament’s mandate and the fact that the Project Board agreed that it was useless to evaluate and develop a new project when the parliament was paralyzed. But as soon as elections were conducted the process was resumed.”

²¹ For funding purposes and based on this, the project indeed received funding by The Belgian Ministry of Development through the “Inclusive and Participative Political Institution in Select Arab States Project”

Finally, it remains unclear what role the UNDP-GP plays in the M&E of the project, besides receiving and reviewing regular project reports. Its role in M&E is not laid out in detail in the project documents and did not become evident during the interviews conducted for the purpose of this evaluation.

- *Undertake a comprehensive risk assessment for the future phase post 2018 elections;*

The risk analysis included in previous project documents is very comprehensive and logically laid out. With every risk factor, there is a relevant countermeasure. For the future post-2018 elections phase, the risk analysis should incorporate an additional risk factor related to the lack of political consensus and resulting political deadlock. The countermeasure of this risk factor should be holding activities that might eventually secure a rapprochement among MPs along the political spectrum. This guarantees that the project does not stall if or when political stalemate should arise. An additional risk factor relating to the loss of donor interest in the Lebanese Parliament should be incorporated into the analysis. The countermeasure of this risk factor should be setting a deadline to develop a new project document (two months from now), a new fundraising strategy as well as a communication strategy that introduces the project to all MPs (one month from now).

- *Assess the multiple stakeholders approach, engaging with different partnership levels with public institutions, Civil Society Organizations, the international community, UN agencies, and experts/academia.*

This evaluation finds that the project activities are to a large extent confined to the institution of the parliament. While the project has successfully coordinated with CSOs, it made relatively little effort to engage with other UN agencies and development organizations.

The evaluation looks closely at three primary actors with whom the project has interacted or should eventually interact with in the post-2018 elections phase.

UN Portfolios and Agencies

The project has not developed many working partnerships with other UN agencies in Lebanon. In effect, the project has become an isolated stand-alone project organizing its own set of ad-hoc activities and working in silos.

At the same time, some UNDP projects have come to rely on the project in order to guarantee access to MPs, given its role in assisting and organizing workshops at the parliament and given that it has developed a wide range of contacts there. Yet these kinds of partnerships have generated only one joint activity with the Lebanese Elections Assistance Project, and other dispersed activities with the Social and Local Development portfolio and UNIFIL.

Other UN agencies have noted the project's lack of coordination with the wider UN system. This was flagged up by UN Women and UNSCOL, which highlighted the need to partner with such a strategic project that connects them to the Lebanese Parliament. As bemoaned by UNSCOL, "We do not have someone within the parliament to provide us with information on what is going on... We do not even know what is on the agenda of the plenary sessions." Indeed, the project has the potential to act as a "bridge" between all UN projects and the Lebanese Parliament. Accordingly, more coordination efforts should be introduced and deployed to familiarize other UN programs with the project and to help incubate partnerships.²²

Similarly, relevant UN programs should contribute to updating the project design, especially in areas where they claim advanced expertise, as recommended by both UN Women and UNHCHR. This serves to enhance the project design and to meet its objectives in strengthening the parliament.

Civil Society Organizations - CSOs

Although the project design as reflected in the PDs does not give a lot of attention to connecting civil society organizations with the Lebanese Parliament, it is noteworthy that the project has spawned countless collaborations with civil society organizations. In fact, all the workshops organized by the project have involved Lebanese CSOs. According to one former MP, "The project has provided an opportunity for all sectors of society to be heard in the

²² Partnership with OHCHR for many years on HR and work with UNIFIL too

parliament and has opened the door of the parliament to civil society through the many workshops it organized. This has actually minimized the gap between the parliament and civil society organizations.”

5. Impact and Sustainability

- *The evaluator will provide credible observations regarding the impact achieved by the project with regards to the beneficiaries.*
- *Assess benefits to beneficiaries that can be directly attributed to the project*

Impact

The project has contributed to many activities with two main direct beneficiaries as per the project documents: the Lebanese Parliament Administration and the Parliamentarians (both as Heads of Parliamentary committees and MPs)

(1) Lebanese Parliament and its Administration

The Lebanese Parliament Administration has benefited greatly from the project specifically in terms of training and exchange visits. In fact, almost all interviews conducted with the Administration confirmed that trainings and exchange visits were the most beneficial. In this context, the head of the “research and studies administration” at the parliament asked the project to deliver further training on research methods for its staff.

On the other hand, the project successfully implemented the LPIP²³ that opened the door for young people to have a first-hand experience on how the parliament functions²⁴. Different people working at the administration, including General Directors, deplore that this program is no longer as efficient as it used to attract a large numbers of applicants. Currently, the LPIP is managed by the parliament administration and it is not clear whether they are active in recruiting young interns or not; effectively, the project previously attracted more than 100 applications and for instance in 2016 enrolled up to 15 trainees per year at the General Directorate of Foreign Affairs and General Director Consultant office.

The project also supported the process of redesigning and updating the parliament website. The website is regularly being updated; however, not all studies of the UNDP project are posted online yet.

²³ The main page of the LPIP on the parliament website: <https://www.lp.gov.lb/CustomPage.aspx?id=68&masterId=2>

²⁴ The online application for the LPIP: <https://www.lp.gov.lb/ApplicationForm.aspx?masterId=2>

(2) Head of Parliamentary Committees and MPs

The project focuses on working with Head of Parliamentary committees given the limited resources it had but also the importance of the committees in the work of the parliament. The most fruitful process the project supported and facilitate was the one of the NHRAP, despite all the criticism addressed to this process²⁵.

While the project insists on working with Head of Parliamentary committees it has nevertheless coordinated closely with MPs individually. This is the case of the “Regional Development Workshops” that are praised by almost everyone for being the best initiative the project has undertaken. However, these workshops gradually decreased in numbers.

Alternatively, the evaluation finds that the repetitive organizations of the workshops has propagated an image that UNDP office at the parliament has become a secretariat for parliamentarians who would like to organize a workshop on a specific portfolio or topic.

Indeed, the UNDP has no equal counterpart who has the ability to organize workshop (on the logistic level: i.e: coffee breaks, setting the agenda), but also a body that has a wide network of experts, and civil society organizations.

It should be noted, however, that at least two major activities initiated by the project including the “Handbook of the MP” and the LPIP have been taken over by the parliament in what appears to be the parliament taking ownership of the project. While this does strategy definitely meetings the objectives of transferring skills and knowledge to the Lebanese Parliament and preparing for a potential exist-strategy which secures the sustainability of the project outcomes, yet there are indications that they are not very efficient under the management of the parliament, particularly the case of the LPIP which seems to be frozen and currently inactive.

²⁵ In this context, a consultant who had to write a paper deplores the “interventionist approach of the project” by attempting to change the content before publication of the report. Additionally, this consultant finds that the project did not put enough efforts to attract and incentivize the MPs to take part in the consultations. The evaluation finds that these comments are more related to the role of the MPs and their level of engagement mora than the one of the project itself.

- *What are the direct or indirect, intended or unintended changes that can be attributed to the project's assistance?*

Civil Society Organizations:

In fact, the project has served as a sort of gatekeeper and entry point to the parliament.

Through its permanent presence in the parliament in addition to the legitimacy and trust that the project team has acquired over the years with certain MPs and parliament staff, the project has facilitated access for civil society groups to MPs. The project has enabled NGOs to advance their reform agendas, which have also been followed up on by the project team in the parliament. For instance, and most recently, the project worked closely with ALEF to organize a workshop at the Lebanese parliament: "the project facilitated contact with parliament". Over time, the project has become a reference point for some civil society groups. The latter continue to approach the project manager on how best to navigate the bureaucracy of the parliament and how to approach MPs (i.e. how to set an agenda, to use logos, to suggest names to speak on panels...), as observed first hand by the evaluator.

The project has also developed advanced knowledge in certain portfolios particularly the one of the women. As a civil society activist reported, nowadays, the "project is able to provide assistance and expertise to anybody on issues related to women from the rights to the nationality etc."

Sustainability

- *The evaluator will assess the project capacity to produce and reproduce benefits over time by considering to what extent intervention benefits will continue even after the project is concluded.*
- *Review the efforts of the project to ensure the national ownership and the measures that serve to enhance national capacity enough to guarantee the sustainability of results.*

First and foremost, the evaluation finds that the sustainability of the project outputs are structurally dependent on its endorsement by the Speaker of the Parliament as well as its approval and support by the Lebanese Parliament Administration. This is evidenced by the fact that up to 75% of the project's current budget is secured by the parliament, while the remaining 25% comes directly from the UN.

Secondly, the evaluation finds that the sustainability of the project is very precarious given that the current project document does not attract donor interest, according to a UNDP senior official.

Thirdly, the effectiveness and impact of the project have largely depended on the responsiveness and will of certain MPs. This further increases the precarity of project sustainability, since these MPs might not remain in office. This is the case of one MP who worked very closely and efficiently with the project but was not re-elected during the 2018 elections. The project has not yet found similar momentum with the MP who replaced the latter as the head of the Parliamentary Committee he used to preside.

Fourthly, and on a related note, the project's work with MPs has led it to operate in an *ad hoc* fashion rather than sufficiently address structures and procedures, which ultimately compromises its long-term impact and sustainability. In fact, its focus on short-term activities and workshops dampens the sustainability of its impact, for instance, such as its impact on civil society as described above.

In fact, the evaluation finds that tackling structures and procedures guarantees sustainability beyond short-term activities and workshops. This can be achieved by setting up a technical legislation unit or a legislative tracking mechanism. This activity should be coordinated with other partners working to support the parliament, particular the EU who have a similar initiative, according to a senior UNDP staff, but also the recent initiative that was announced by Dr. Nasser Yassin.

Moreover, strategies can be adopted that ensure the long-term cooperation between civil society and the parliament, such as a guideline for policy dialogues between CSOs and MPs.

Accordingly, it is imperative that the project sets objectives that enjoy the support of the political leadership in parliament and secure the buy-in of MPs and the Parliament Administration. This serves to enhance national ownership of the project and the possibilities for sustainability.

6. Conclusions

The UNDP Technical Support Project to the Lebanese project aims to strength the main functions of the Lebanese parliament (oversight, legislative and representation). Lebanon, during the last years, was characterized by institutional deadlock and political stalemate. This has hindered reform process and negatively impacted the functioning of the Parliament but most importantly the perception of different actors towards the parliament. Hence, the lack of donor interest in funding such a project. But at the same time, however, parliamentary committees were still meeting regularly.

The overarching two questions that the evaluation puts in order to better understand the project's role in the context of the Lebanese political system, are the following:

- At times of crisis, does the public institution (Parliament) abates the momentum of the support project (UNDP – TSPLP) or should the latter finds and creates mechanisms to continue its support and attempts to realize its outcomes?
- Whether at times of institutional crisis or not, what benefits, or incentives should the project deploy in order to push a reform process?

An answer to these two questions will definitely help UNDP reposition the project and think about new original and novel approaches to achieve its objectives, and incentivize the MPs to take part as owners of these objectives.

While indeed, the political situation in Lebanon had its toll on the parliament and by extension on the project, and that lot of opportunities, even infrequent, have been sized by the project, the evaluator finds that more efforts should have been deployed in order to incentivize either the MPs or the parliamentary staff to collaborate with the project.

In fact, the evaluation finds that despite the fact that the project operates in an environment that do a large extent it does not control, its success depends on three main actors:

- (1) *the parliament and the parliament administration*: the political decision by the speaker's office and his team to support this project;
- (2) *the parliamentary blocs and the members of parliament*: the willingness of MPs along the political spectrum to actively contribute to and engage with the project.
- (3) *the UNDP along with other UN agencies*: the readiness of UNDP to revitalize the project in its capacity as a strategic one for both UN agencies and Lebanese state institutions.

These actors should work hand by hand in order to support the Lebanese parliament and hence achieve the objectives of the UNDP – TSPLP.

Without these three interrelated conditions, the project will face challenges and might fall into the trap of informality. For this reason, specifically, the new project should indeed assure the three conditions set above.

Despite the many challenges the project has faced and the limited impact it had, partially due to the nature of the political system and recurrent political crisis, the evaluator finds that the project is very strategic and valuable. In fact, it is striking how all MPS that the evaluator met, agree that greater support should be provided to improve their legislative functions, but they do not agree on how this should be achieved. In fact, the only recommendation is to “hire” a consultant. While this shows their priorities, it also shows the lack of comprehensive approach to legislation that should be first and foremost institutionalized.

Indeed, the main challenge facing the project lies in the nature of the Lebanese political system and by extension the parliament. Indeed, the evaluation finds that the majority of the parliamentarians request more weight to strengthening the legislative and representative roles of the Lebanese Parliament, and less on strengthening its oversight role. In fact, and due to the nature of the Lebanese government in the post-civil war period that relies on “national unity” and brings together all the Lebanese political factions, the parliament’s role in oversight has become almost non-existent. In fact, the practice of holding offices concurrently (MPs and ministers) has greatly diminished and limited the role of the MPs in oversight and accountability. This was explained by an MP who noted the “irrelevance of the oversight role in today’s parliament. I can’t contradict ministers who are in the same bloc as mine”. In the same vein, the head of a parliamentary committee has not started planning the committee’s work for the coming years as she still occupies a ministerial post to which she is giving the priority.

The project and while taking the nature of the political system into account, should keep on perceiving its support in a holistic approach which is based on three fundamental pillars: legislation, oversight and representation).

Finally, one of the unintended consequences of the crisis and caused to the project was the negative impact on the existing team members, who also were very demotivated and not sufficiently incentivized. For instance, during this period, none of them have received training pertaining to the legislative role of the parliament among the many other topics that could benefit from. Accordingly, the evaluation strongly recommends immediately updating the project team's ToRs, specifying clear and specialized roles and responsibilities, and capitalizing upon each and every team members expertise. This is imperative since the bulk of the project's annual budget is allocated to staff salaries compared with other costs (Annex 8: Financial Cost Breakdown of the UNDP-Parliament Project - 2011-2018). In addition, new additional ToRs should be developed according to the project new needs.

7. Recommendations

The evaluation recommends that the project draft a new project document within the Result and Resources Framework (RRF). The recommendations are divided into two parts: (1) general recommendations pertaining to the requirements for laying the groundwork for successful project design and implementation; and (2) specific recommendations with regards to project design and implementation during the post-2018 phase.

7.1 General Recommendations

(1) Political Buy-In: The UNDP country office has a vital role to play in ensuring that the project stays on track and secures the buy-in of the national political leadership. Any renewal and revision of the project design requires *a priori* the involvement and endorsement of the speaker's office and the parliament administration. In addition, there should be a buy-in from all different political parliamentary blocs that represent the Lebanese political landscape. This is the key to the success of the project from the outset.

(2) Ownership by the MPs: The project document is a living document, and as such, requires the input of its primary stakeholders. The UNDP can facilitate an inclusive process that draws in the MPs and highlights their needs and priorities, which can be accurately reflected and integrated into the project document. The ownership of the project by the MPs revives the importance of the project and ensures its effectiveness and the sustainability of its outcomes²⁶.

(3) Terms of engagement: The project can be more creative and daring in order to free itself from the cautious and reluctant approach in dealing with the parliament administration. This could be possible only when the project is sufficiently backed up by UNDP country office.

²⁶ Indeed, and as succinctly highlighted by Mr. Olivier Louveaux, a balance should be found between the needs and the national priorities in order to make sure that the projects respond to the individual concerns but also strengthen the parliament as an essential institution for Lebanon.

(4) Thematic areas of focus: Through the inclusive process bringing together the UNDP, the parliament administration and the MPs, the project should jointly identify three or four areas as the main focus of the project for the coming three years. The established SDG parliamentary unit can play a key role in this process. These thematic areas of focus can be implemented through a process-oriented strategy rather than the previous default ad-hoc strategy. Such thematic areas might include the environment, human rights, and economy (relevant to CEDRE), but also women political participation as an integrated approach with other projects, regional programme, and other agencies (Specifically UN women, whose representative expressed all willingness to closely collaborate with the project and implement joint activities). Indeed, these areas should be identified within the national priorities, in consultation with the beneficiaries of the project.

(5) Champions of the project: The project can benefit from the presence of highly motivated MPs who might champion the project among their colleagues. These MPs should be the main partners of the project and should be regularly incentivized.

(6) Active role for the UN Resident and Humanitarian Coordinator and UNDP: The UN Resident and Humanitarian Coordinator and UNDP senior management can play an essential role in supporting the project by working to secure the endorsement of different political parties or the one of the UN agencies working in Lebanon. This can be achieved by highlighting the role of the Lebanese parliament as central to resolving the most pressing issues that Lebanon is currently facing such as the Environment and Economic challenges (CEDRE). This positioning of the project as a “key access point to endorse the parliament and support it will eventually not only attract the interest of the UN agencies but most importantly the one of donor community too.

7.2 Specific Recommendations

a. A new project document

- The evaluation finds that the current project document is very broad and does not provide donors with incentives to invest in the project. The UNDP should adopt a strategy for the early involvement of development partners, based on regular consultation, for the next phase of the project. This requires setting a clear deadline and strategy to involve different stakeholders

(first and foremost, the MPs) in the project design. The design of the next phase should be done in an inclusive process that draws in all the stakeholders. The project can benefit from an expert in project design and development and the expertise available at the Country Office and other UNDP **Regional Programmes**.

- The project design should place more emphasis on procedures and structures to enhance the sustainability of the project. More specifically, project outputs should be conceived in such a flexible and long-term way tailored to an institution like the Lebanese Parliament. Such procedures and structures might include a legislative tracking mechanism or a technical legislative unit.
- Setting a deadline to develop a new project document (two months from now), a new fundraising strategy as well as a communication strategy that introduces the project to all MPs (one month from now).
- The project design should also include the development of a communication strategy that (1) introduces the project to all the current MPs and to donors and development agencies; (2) valorizes the strategic importance of the UNDP project and its competitive role; and (3) highlights project achievements and updates. The project can benefit from the expertise of a communication strategy specialist.

b. Project governance

Project Board

The project should reactivate and give more prerogatives to the project board. It can do so to include senior representatives of the parliament, UNDP officials, and development partner representatives etc.

The project board should meet every three months with a clear description of the meeting's objectives and should communicate its updates to MPs in order to incentivize them and guarantee progress of the work.

Parliament Forum

The project should convene an annual parliament forum that meets twice a year and brings together all the project stakeholders including current and former MPs, UN agencies, the donor

community and development agencies, in order to disseminate project results and encourage coordination and networking.

c. The Project Team

The Team

- Revise the ToR and Divide the tasks according to new TORs;
- Provide specialized Training for the team especially in areas pertaining to parliamentary work;
- Capitalize on the individual knowledge and expertise of the project team members;
- Expand the project team in light of the project's need for the coming phase. This can include, for instance, a legal expert that provides support to the President of the Parliament and to the Committees.

d. Outcomes and Support to the Parliament: Procedures and Mechanisms.

Legislation Unit

- Set in place a Legislation Unit at the parliament to help MPs draft and review legislation; This unit on the long run will eventually put in place a systematic follow-up on the work of parliamentary committees and the legislation they are conducting (comparative studies etc.);
- The unit should recruit non-partisan staff, that can provide unbiased research and information;
- The Unit will adopt an integrated approach to legislation: which is based on interdisciplinary analysis and advice that brings together the legal, technical, budget and gender expertise available in the Project;
- The Unit will play an active role in supporting the course to train the MPs legal advisors.

Legislative Tracking Mechanism:

- Re-Initiate a Legislative Tracking Mechanism in order to identify the state of affairs of all pending legislation pertaining to specific sectors (health, environment etc.)

Oversight

- Conduct specialize induction courses for MPs on oversight mechanisms
-

e. Support activities

- *Course for Advisors:* In order to compensate for the lack of legislation bodies and in the immediate term, the project should develop and conduct training courses for advisor of MPs. Even though only few MPs have advisor, this can be an incentives for other MPs to appoint new advisor. The UNDP project should send a letter to MPs asking them to appoint candidates to follow the course. These candidates can eventually support the MP in drafting and reviewing legislation.
- *Course for Journalists on Parliamentary work:* In order to sensitize journalists on the role of MPs, the project should develop and conduct a training course for them. This can eventually help journalists develop expertise on the parliamentary affairs.
- Enhance mechanisms of coordination with all UN agencies and donor community.
- The project could indeed rely on in-house expertise available at the UNDP and other UN agencies and this is specially required in order to provide an opportunity for cross-fertilization within the UNDP governance program and other projects or programs at UNDP. This can also compensate on the lack of financial resources.
- Establish new and/or reactive cooperation programs with other Arab and Foreign Parliaments

ANNEXES

Annex 1: List of the 2018 MPs

Elected for the first time (64)

Reelected MP (49)

Previously served as an MP and newly elected in 2018 (15)

	Name of MPs	Elected for the first time	Reelected	Previous
1	Abed Elrahim Murad			X
2	Adnan Traboulsi			X
3	Akram Chouheib		X	
4	Alain Aoun		X	
5	Alexandre Matossian	X		
6	Ali ammar		X	
7	Ali Bazi		X	
8	Ali Darwich	X		
9	Ali Fayad		X	
10	Ali Hassan Khalil		X	
11	Ali Khriss		X	
12	Ali Moukdad		X	
13	Ali Oussairan		X	
14	Amin Cheri			X
15	Anis Nassar	X		
16	Antoine Habchi	X		
17	Antoine Pano	X		
18	Anwar El Khalil		X	
19	Anwar Jimaa	X		
20	Assem Araj		X	
21	Assad Dergham	X		
22	Assad Hardan		X	
23	Ayoub Hmeid		X	
24	Bahia El Hariri		X	
25	Bakr Houjayri	X		
26	Bilal Abdallah	X		
27	Chawki El Dakkache	X		
28	Dima Jamali	X		

29	Eddy Demergian	X		
30	Eddy Maalouf	X		
31	Edgar Traboulsi	X		
32	Elbeir Mansour			X
33	Elias Abou Saab	X		
34	Elias Hankache	X		
35	Elie El Firzli			X
36	El Walid Soukariee		X	
37	Enaya Ezzeldine	X		
38	Estfan El Dwihi		X	
39	Fadi Alama	X		
40	Fadi Saad	X		
41	Farid El Bustani	X		
42	Farid Haikal El Kahzen			X
43	Fayez Ghosson			X
44	Faysal El Sayegh			X
45	Faysal Karame	X		
46	Fouad Machzoumi	X		
47	George Attallah	X		
48	George Edwan		X	
49	George Okaiss	X		
50	Ghazi Zaiter		X	
51	Hacope Bacradonian		X	
52	Hacope Tarazian	X		
53	Hadi Abou El Hassan	X		
54	Hadi Houbeich		X	
55	Hani Kobeissi		X	
56	Hassan Fadllallah		X	
57	Henri Chdid			X
58	Henri Helo		X	
59	Hekmat Deeb		X	
60	Hussein El Hajj Hassan		X	
61	Hussein Jechii	X		
62	Ibrahim Azar	X		
63	Ibrahim Al Moussawi	X		

64	Ibrahim Kinaan		X	
65	Ihab Hamadeh	X		
66	Imad Wakim	X		
67	Jamil El Saiid	X		
68	Jean Obeid			X
69	Joean alouzian	X		
70	Jibran Bassil	X		
71	Jihad El Samad			X
72	Joseph Ishak	X		
73	Kaissar El Maalouf	X		
74	Kassem Hashem		X	
75	Majed Eddy Abi Lamah	X		
76	Mario Aoun	X		
77	Michelle Daher	X		
78	Michelle Mouawad	X		
79	Michelle Moussa		X	
80	Michelle El Murr		X	
81	Mohammad El Hajjar		X	
82	Muhammad El Kiraawi	X		
83	Muhammad Kabara		X	
84	Muhammad Khawaja	X		
85	Muhammad Nasrallah	X		
86	Mouhammad Raad		X	
87	Mouhammad Soulaiman	X		
88	Muhammad Tarek El Merhebi	X		
89	Mustafa El Hussein	X		
90	Mustafa Hussein			X
91	Marwan Hemedeh		X	
92	Nabih Berri		X	
93	Nadim El Jmeil		X	
94	Najib Mikkati		X	
95	Nawaf El Moussawi		X	
96	Nazih Najm	X		
97	Nehmeh Tohme		X	
98	Nemat Efram	X		

99	Nicola Nahas	X		
100	Nicolas Sahnawi	X		
101	Nuhad El Machnouk		X	
102	Ousman Alam Eldin	X		
103	Oussama Saad			X
104	Paulette Yaacobian	X		
105	Pierre Bou Assi	X		
105	Roger Azar	X		
107	Rola El Tabash Jaroudi	X		
108	Saad El Hariri		X	
109	Salim Oun			X
110	Salim Khoury	X		
111	Salim Saadeh			X
112	Sami El Jmeil		X	
113	Sami Fatfat	X		
114	Samir El Jisr		X	
115	Strida Jajaa		X	
116	Shamel Roukoz	X		
117	Simon Abi Ramia		X	
118	Sizar Abi Kahlil	X		
119	Taymour Junblatt	X		
120	Talal Irsan		X	
121	Tamman Salam		X	
122	Toni Franjeh	X		
123	Wael Abou Faour		X	
124	Walid Al Baarini	X		
125	Wehbeh Katicha	X		
126	Yassin Jaber		X	
127	Ziad Asswad		X	
128	Ziad Hawat	X		
	Total	64	49	15

Annex 2: Term of Reference

Project Title: Technical Support to the Lebanese Parliament

Project ID: 00077103

Background:

The Lebanese Parliament has three main functions: legislative, oversight and representation. However, given the concept of separation of powers, these roles are not necessarily decisive. Government is accountable to Parliament, as the system resembles a parliamentary democracy. Hence, Parliament is one of the main pillars representing the country's long history of multi-party democracy, and the institution in which Lebanon's legislative power is vested.

The most recent parliamentary elections in Lebanon were held on 6 May 2018, after Parliament adopted, on June 2017, a new proportional electoral law for the first time in the history of the country. Although originally scheduled for 2013, the election was postponed three times in 2013, 2014 and 2017 under various pretexts, including the security situation, the failure of the Parliament to elect a new President, and the technical requirements of holding an election.

Over the years, many factors have led to the weakening role of Parliament in Lebanon, evident in the lack of legislative initiatives, lack of awareness about human rights and gender mainstreaming in legislation and a very limited parliamentary oversight role over the executive authority.

Technical support to the Lebanese Parliament Project

In 1999, the Lebanese Parliament and the United Nations Development Programme (UNDP), jointly initiated a three-year project to respond to the needs of the Parliament and parliamentarians, in the framework of a cooperation agreement signed by UNDP and the Speaker of Parliament. The project has been modified and renewed every 3 years, ever since, (2002, 2005, 2007, 2010, 2013, 2017) and extended in 2018, in order to respond to the changing needs but also to keep abreast with requirements as a result of the political situation in the country (presidency vacuum until October 2016, extension of Parliament's mandate) until the parliamentary elections took place in May 2018. During this period, the Parliament has been paralyzed and the project has been functioning at minimal capacity in terms of resources. In 2018, a substantive revision was conducted to the Project Document to add the 2018 strategy and annual work plan and modify the budget accordingly.

The project mainly aims at strengthening the legislative, oversight, and representative capacities of the Lebanese Parliament, by working with parliamentary committees and the parliament's administration. It also aims at strengthening the relationship between the Parliament and civil society and social groups. Currently, its activities focus on implementing the 2030 SDG agenda, promoting gender equality, empowering women legislation, ensuring environmental sustainability, and extending the partnership to consequently achieve Human Rights protection.

The project, located at the premises of the Lebanese Parliament, builds up on the strategic partnership already established with Parliament for over 18 years and utilizes its vast network with civil society organizations (CSOs) allowing for their greater participation and increased dialogue between them and parliamentary committees. UNDP also uses its presence in most ministries and public institutions and in the various regions of Lebanon to effectively link them with the Parliament through periodic sessions of

review of progress and dialogue. Work developed by the project with Parliament, over the years, has built trust between both institutions and has strategically positioned the project to continue in its mandate of supporting Parliament, building on past investments and achievements and moving forward.

Throughout the different phases of implementation, the project has had different donors, and partners, including the Belgian Ministry of Development, the government of the French Republic, and UN/UNDP sources. Currently, it is being co-funded by UNDP and Parliament. The project's budget varied at the different stages, and depending on the specific implemented activities, with a yearly average budget of more than 250,000.00 USD.

Project Results:

To date the following main project achievements can be reported among others:

- Capacity Development for parliamentarians, parliamentary committees, and staff members.
- Support of Parliamentary committees to present draft law proposals in various subjects.
- Preparation of a National Human Rights Action Plan in close cooperation with the Human Rights Parliamentary Committee and UN-OHCHR.
- Publishing and distributing parliamentary periodic publications and several sectoral studies on Education, Health, Transport and other subjects.
- Conducting research and organizing workshops in support of relevant draft laws.
- Organizing regional development hearings with Members of Parliament (MPs), municipal leaders and Public agencies and issuing relevant oversight reports.
- Providing training and supporting the administration in languages, logistics and IT skills.
- Strengthening Parliamentary cooperation by organizing work visits for exchange of expertise with foreign Parliaments.
- Establishing the Lebanese Parliamentary Internship Programme for Lebanese Youth.
- Implementing Information, Communication and Technology strategies for Parliament with regards to website restructuring and launching an animated movie explaining legislative process for youth.

Most importantly, the project has been conducting regular consultations, closely following-up with Parliamentarians to measure the progress of the project, depict improvement, and identify and assess the changing needs.

Project Outcome and Output:

The project's 2017-2020 United Nations Strategic Framework (UNSF) outcome is "Effective and accountable governance of state institutions and public administrations is improved" and it is expected to contribute to the Country Programme Document (CPD) output 2.2: "Inclusive and participatory policies and decision making processes enhanced".

As for the project's output, the 2018 results and resources framework includes one: "Technical support provided to enhance inclusive participation in public policy and the legislative process with effective support to achieve the SDGs".

In this framework, the project still aims at developing the capacity of parliamentarians, parliamentary committees, and the Parliament's administration in order to provide them with adequate and qualified support to enhance the functions of Parliament, and looks for ways to create a clear systematic mechanism to enhance the use of expertise from civil society organizations (CSOs) and think tanks,

especially youth and women, in public policy legislation as well as improve and increase Information Technology and public access to information at Parliament.

Evaluation Purpose

In accordance with applicable policies, UNDP should carry out project evaluations so that critical information is available before higher level analysis takes place (for example, outcome level evaluations). Moreover, the evaluation is necessary considering the changes in the country context, notably the recent parliamentary elections, as well as the changes in the UN/UNDP programming cycle approach and the approval of the new United Nations Strategic Framework (UNSF 2017-2020) and Country Programme Document (CPD 2017-2020) and the UNDP Strategic Plan, 2018-2021, that describes how to support countries to achieve the 2030 SDG Agenda. Consequently, the purpose of this evaluation is to inform UNDP as well as key stakeholders on the improved project design to support the newly elected parliament for the upcoming period.

The evaluation is expected assess the level of progress made towards achieving project outputs since 2011. The evaluation should result in concrete and actionable recommendations for improvements, and adjustments to the implementation approach, and alternatives as required in the context of an improved project design and implementation framework. The recommendations will be reflected subsequently by UNDP in a new Project Document for the future phase post 2018 elections, based on an agreement of the Project Board in a meeting held on May 14, 2018. The project evaluation should enable UNDP's management and national counterparts to benefit from the project's competitive advantage, and to decide on a more specialized, sustainable and efficient future course of action for the period beyond 2019 to support the newly elected parliament.

Evaluation Scope and Objectives

UNDP intends to undertake an independent evaluation to assess the UNDP-Parliament project at the macro level covering the period 2011-2018. The evaluation must provide evidence-based information that is credible, reliable and useful. The evaluator is expected to follow a participatory and consultative approach ensuring close engagement with government counterparts. The evaluator need to ensure that women and disadvantaged groups are adequately represented. In order to make excluded or disadvantaged groups visible, to the extent possible, data should be disaggregated by gender, age, disability, ethnicity, wealth and other relevant differences where possible.

The final report should comply with the UNEG Quality Checklist for Evaluation Reports. The evaluation will use the OECD/DAC evaluation criteria of relevance, effectiveness, efficiency, impact and sustainability, as defined and explained in the UNDP Handbook on Planning, Monitoring and Evaluating for Development Results.

Relevance: The evaluator will assess the degree to which the project considers the local context and problems and the extent to which the objectives of the project are consistent with beneficiary requirements and needs (including connections to SDGs, government strategies and activities of other organizations). The evaluator will also review the extent to which the project design requires an update, and it will assess the link between activities and expected results, and between results and objectives to be achieved. Under this evaluation criterion the evaluator should, inter alia:

- Assess the relevance of the project in the context of Lebanon's parliamentary system;
- Assess the ability of the project to identify and address Parliament's needs and priorities.
- Assess mechanisms of coordination with other donors and actors working with Parliament;
- Provide recommendations for the post 2019 phase, in line with the priorities of the newly elected parliament, and with UNDP's new strategic plan. for 2018-2021

- Assess the extent to which the project has addressed the issues of gender inclusion, women's equality and empowerment, and the extent to which gender perspectives have been mainstreamed into the design and implementation of the project;
- Assess how well the results being achieved are addressing the interests and rights of marginalized and vulnerable groups in the society.
- Review the project's efforts to ensure the application of UNDP's people centered/human rights based approach;

Effectiveness: The evaluator will assess the extent to which project's objectives have been achieved and consider if the planned activities are coherent with the overall objectives and project purpose. Under this evaluation criterion the evaluator should, inter alia:

- Validate results achieved against Project Document (and subsequent revisions) as well as the related standard framework for M&E;
 - Review the main challenges faced by the project, including the ways in which the project has sought to overcome them.

Efficiency: The evaluator will assess how economically inputs, such as expertise and time, are converted to results. Under this evaluation criterion the evaluator should, inter alia:

- Assess the existing governance structure of the UNDP project and analyze areas of strength and weakness as well as provide concrete recommendations on possible new models and approaches for future phase post 2018 elections.
- Assess the value added of the partnership between UNDP and the Lebanese Parliament (incl. parliamentary administration, committees, and Members of Parliament) in the framework of the project's implementation;
- Assess relevance and utilization of M&E processes;
- Undertake a comprehensive risk assessment for the future phase post 2018 elections;
- Assess the multiple stakeholders approach, engaging with different partnership levels with public institutions, Civil Society Organizations, the international community, UN agencies, and experts/academia.

Impact: The evaluator will provide credible observations regarding the impact achieved by the project with regards to the beneficiaries.

- Assess benefits to beneficiaries that can be directly attributed to the project
- What are the direct or indirect, intended or unintended changes that can be attributed to the project's assistance?

Sustainability: The evaluator will assess the project capacity to produce and reproduce benefits over time by considering to what extent intervention benefits will continue even after the project is concluded.

- Review the efforts of the project to ensure the national ownership and the measures that serve to enhance national capacity enough to guarantee the sustainability of results.

Evaluation Questions

To define the information that the evaluation intends to generate, the following potential evaluation questions have been developed:

- Are the previous outputs and outcomes of the project still relevant in the context of Lebanon and Parliament post May 2018 elections (especially that the implementation phase was extended at several instances, faced the paralysis of parliament and subsequent slowdown in activities, and was subjected to the impacts of the Syrian crisis, which entailed changed national priorities)?
- What is the extent to which the previous Project Documents provided a solid and workable basis for a successful project implementation?
- What factors have contributed to achieving (or not achieving) the intended outputs and outcomes?
- Did the UNDP project systematically include knowledge management (evaluations, reviews, participatory assessments etc.) for relevant activities during project design?
- How do MPs, Parliamentary Committees and Parliamentary Administration interact with the project? And are they satisfied from its implementation of activities?
- How do other partners interact with the project? Were established partnerships effective
- What are the results achieved by the project since 2011?
- Was the project's structure the most optimal to achieve the set objectives?
- What are the current gaps in the project's implementation?
- Has the project managed risks effectively and what are potential challenges to be mitigated for the future phase?
- What are the MPs, parliamentary administration and committees' new priorities for the future phase post 2018 elections, in terms of legislation, oversight and representation?
- What are potential opportunities for cooperation with other UNDP projects working in support of foreign Parliaments?
- How can new activities and implementation for Parliamentary support make more impact?
- What is the competitive advantage or added value of the project, especially in terms of legislation and oversight?
- What are the appropriate indicators with clear targets at all levels for main stakeholders to be guided by for the future phase post 2018 elections?
- How to make the project more inclusive, by further mainstreaming gender, and engaging youth and vulnerable communities?
- How to take advantage of the new funding opportunities in the country to enhance the project's scope?
- How to make sure that the project will reflect on the UNDP strategic framework and strategic priorities, be aligned with the UN Strategic Framework, the Country Programme Document, and mainstream SDGs?
- Are national partners contributing financial and other resources towards the continuity of the results of this programme? Are there public/private partnership in place?
- Is there an exit strategy for the project and how feasibly is it?

The above questions may be amended at a later stage and upon consultation with the relevant stakeholders.

Methodology and Duration

The methodology described in this section is UNDP's suggestion that will likely yield the most reliable and valid answers to the evaluation questions. However, final decisions about the specific design and methods for evaluation should emerge from consultations among UNDP, the evaluator, and key stakeholders.

Key tasks/deliverables/outputs	Indicative duration	Review and Approval Required (<i>Indicate designation of person who will review output and confirm acceptance</i>)
Review all documentation related to the project since 2011, including the existing literature, project documents, annual work plans, progress reports, agreements, concept notes, previous assessments and knowledge products, decisions, and any other relevant assessments of the project (Refer to Annex 1).	1 week	Governance Programme Manager and Project Manager and Lebanese Parliamentary Administration
Interview key actors and stakeholders , to gather relevant feedback. The consultant will meet with current team members, along with the counterparts at the Lebanese Parliament, the administration and Members of Parliament (previous, returning, and newly elected), the UNDP Country Office's Senior Management and representatives of the Governance portfolio, and other relevant partners, stakeholders, and beneficiaries. The meetings will provide additional background information to be discussed and incorporated in the report. (Refer to Annex 2).	2 weeks	Governance Programme Manager and Project Manager and Lebanese Parliament Administration
Provide a draft evaluation report with PowerPoint presentation which includes an analysis of the project, including obstacles faced, opportunities seized, and results achieved. The analysis will also include feedback on the mandate and objectives of the project, outcomes and outputs, its structure, use of resources, overall management, and extract lessons learned. The draft report will also include recommendations for the future phase of the project post 2018 elections. The recommendations will suggest improvements, and adjustments to the implementation approach and strategies. The consultant is requested to present its draft report in the form of a PowerPoint presentation at a mid-mission validation meeting attended by all relevant stakeholders such as Parliament's administration, the project manager and the governance programme manager.	1 week	Governance Programme Manager and Project Manager and Lebanese Parliament Administration
Review of draft report by UNDP and Parliament	2 weeks	Governance Programme Manager and Project Manager and Lebanese

		Parliament Administration
Draft a final comprehensive evaluation report Finally, the consultant will review the report based on the feedback and comments of UNDP and Parliament stakeholders and finalize it with an executive summary and evaluation and recommendations for a new project post 2018 elections to be used in the 2019-2021 Project Document.	1 week	Governance Programme Manager and Project Manager and Lebanese Parliament Administration
Total expected duration	7 weeks	

Deliverables

1-An **evaluation methodology report**, which outlines the methodology as well as proposed schedule of tasks and activities (including list of meetings).

2-A **draft evaluation report with PowerPoint presentation**, with an executive summary describing key findings and recommendations. The PowerPoint presentation will be prepared on methodology, key evaluation findings and recommendations, and the consultant will be expected to present the draft report during a mid-mission validation meeting with stakeholders for feedback.

3-A **final comprehensive report**, modified as per comments of relevant stakeholders after the validation meeting. The report should include an evaluation of the project since 2011 and recommendations for a new project post 2018 elections to be used in the development of the new Project Document.

Annex 3: List of consulted main documents

Reports

Annual Progress Reports

2011 Annual Progress

2012 Annual Progress

2013 Annual Progress

2014 Annual Progress

2015 Annual Progress

2016 Annual Progress

2017 Annual Progress

Project Documents: 00077103

Project Document 2011-2013

Substantive Revision to Project Document (2012-2013) – Agreed on November 2012.

Project Document Substantive Revisions (2014-2016) signed on January 2014

Project Document Substantive Revisions (2014-2017) Signed on February 2017

Project Document Substantive Revisions (2014-2018) Signed on January 2018

Project Document Substantive Revisions (2018)

Documents

Brief Concept Note (2019-2021)

Outputs, Activity Results, Activities 2021-2018

List of Publication by the project (2011-2018)

Annex 4: List of Interviewees

Day/Time	Name	Title/Organization	Contact Number	Place
Monday November 5				
	Diana Vartanian (Staff)	Project Coordinator		
11:00	Mr. Rachid Samaha	Head of Foreign Affairs Department in the Lebanese Parliament	03/960772	Parliament Office
12:30	Mr. Simon Mouawad	Director General/Consultant at the Lebanese Parliament	03/560484	Parliament Office
3:30	MP Ghassan Moukhaiber (Previous)	- Rapporteur of the Public Health Parliamentary Committee	03/775222	Office in Beit Meri
Tuesday November 6				
9:30	MP George Okaiss (New)	- Member of the SDG Parliamentary body - Member of Human Rights Parliamentary Committee - Member of Administration and Justice Parliamentary Committee - Member of Foreign Affairs Parliamentary Committee	03/807090	Parliament Office (012)
10:30	MP Ibrahim El- Moussawi (Previous) CANCELED	- Member of Human Rights Parliamentary Committee - Member of Administration and Justice Parliamentary Committee - Member of Foreign Affairs Parliamentary Committee	70/774475	Parliament Office (318)
12:00	MP Michel Moussa (Previous)	- Head of the Human Rights Parliamentary Committee - Member of Foreign Affairs Parliamentary Committee	03/245333	Parliament Office (709)
12:30	Mr. Samer Fawaz	Director General of Studies and Information at the Lebanese Parliament	03/757555	Parliament Office

1:00	Ms. Diana Maalouli	IT Department – Data entry		Parliament Office (413)
Wednesday November 7				
11:30	Hasnaa Mansour	Project Manager of the Westminster Foundation for Democracy project at Parliament	03-092787	Parliament Office
1:00	Judge Dr. Tarek Majzoub	Consultant- Drafted the study on “Corruption for the Water Sector”	03-334935	Conseil d’etat 4 th floor
Thursday November 8				
9:00	Mr. Philippe Lazzarini	UN Resident and Humanitarian Coordinator and UNDP Resident Representative	Contact Marielle	UNDP Country Office
11:00	MP Anwar Jomaa (New) CANCELED	<ul style="list-style-type: none"> - Member of the SDG Parliamentary Body - Member of Media and Communication Parliamentary Committee - Member of Youth and Sports Parliamentary Committee 	03-288761	Parliament Office (507)
	Carine Safa (Staff)	- Project Assistant		
	Bassel Nasser (Staff)	- Administrative and Finance Assistant		
12:00	MP Cesar Abi Khalil (New)	<ul style="list-style-type: none"> - Member of Public Work, Transportation, Energy and Water Parliamentary Committee - Member of Displaced Parliamentary Committee 	03/640347	Parliament Office (610)
Tuesday November 13				
10:00	Stephanie Koury	Chief of Staff UNSCOL	koury@un.org	Yarze Office
	Mahasen Rahal	Political Affairs Officer UNSCOL	03-912949	
1:00	Minister Inaya Ezzeddine	<ul style="list-style-type: none"> - Head of Woman and Child Parliamentary Committee - Member of Public Health, labor and social affairs Parliamentary Committee - Member of Environment Parliamentary Committee 	Eliane Salloum 03/537297	Ministry

Wednesday November 14				
11:30	Ms. Roueida El-Hage	OHCHR – Regional representative	Relhage@ohchr.org	OHCHR Office
12:30	MP Elias Hankash (New)	<ul style="list-style-type: none"> - Member of National Economy, Trade and Industry Parliamentary Committee - Member of Youth and Sports Parliamentary Committee 	03/683955	Parliament Office
Thursday November 15				
9:30	Georges Ghali	Alef	George.ghali@alefliban.org	Our office
12:00	MP Sami Fatfat (New)	<ul style="list-style-type: none"> - Member of Foreign Affairs Parliamentary Committee - Member of Youth and Sports Parliamentary Committee 	Office (702)	Parliament Office (702)
4:00	Véronique Aulagnon & Michel Samaha	Cultural and cooperation head of section at the French Embassy & Political advisor at the French agency for development	stephanie.salha@diplomatie.gouv.fr	Institut Français du Liban premises (it is the second entrance to the French embassy)
Monday November 19				
9:30	Mrs. Begona Lasagabaster	UN Women Special Representative	begona.lasagabaster@unwomen.org	Via Skype
Monday November 28				
Adnan Daher – General Director (Lebanese Parliament)				

ANNEX 5: List of Regional Periodical Workshops

Regional Development Workshops Organized by the UNDP-Lebanese Parliament Project

	Regional Development Workshop	Year
1	Regional Development Workshop on the Caza of Zahle	2011
2	Regional Development Workshop on the Caza of Baabda	2011
3	Regional Development Workshop on the Caza of Jbeil	2012
4	Regional Development Workshop on the Governorate of Beirut	2012
5	Regional Development Workshop on the Caza of Metn	2013
6	Regional Development Workshop on the Governorate of Akkar	2017
7	Regional Development Workshop on the Governorate of Nabatieh	2018

Annex 6: Current Organizational Structure of the UNDP-Lebanese Parliament Project

Staff Name	Title as per the TOR	Comments
Fatmeh Fakhreddine	Project Manager (Service Contract)	-
Diana Vartanian	Parliamentary Development Assistant (Service Contract)	Current Actual Used Title and Tasks: Project Coordinator
Bassel Nasser	Administrative and Finance Assistant (Service Contract)	Current Actual Used Title and Tasks:: Administrative Assistant
Carine Safa	Project Assistant (UN Volunteer)	-

ANNEX 7: Letter addressed to UNDP by former MP Ghassan Moukheiber²⁷

Beirut, November 15, 2010

Dear All:

I am compelled to write this letter to all of you, in order to draw your attention, in writing, to many flaws and mistakes suffered in the process of implementing the National Human Rights Action Plan (“NHRAP”). What I write is unfortunately not new, because I have repeated it several times, in formal and informal meetings. However to date, I do not see enough appropriate positive translations into actions of everything that we have been discussing, including the lack of appropriate written records of important things that have been said in the last two meetings.

I have no intention of using this letter to call on responsibilities; at best, the flaws and mistakes can be put on the account of the many changes in personnel. I rather feel now like acting as the “custodian of the institutional memory” of the NHRAP project and remind you therefore of important matters of process so that we can better move forward, more effectively and efficiently and achieve results.

My intention, now that the NHRAP is entering a new and important phase, is to make sure that we all perform our expected tasks properly, in process and in substance, so that we can reap the best results, in the interest of all the people living in Lebanon (let us not forget that this, ultimately, is the real purpose of our work!). I will therefore present in this letter practical and positive resolutions for actions, after laying out what I consider to be, the major institutional/process related problems now at hand.

1. The Institutional Framework for Implementing the NHRAP and Related Process:

Let us all be reminded of the following facts:

- a. The undersigned submitted a proposal to the Human Rights Committee (“HRC”) in its first meeting on October 8, 2005 to work on a National Human Rights Action Plan (“NHRAP”) which was adopted unmodified as a resolution. This document forms the overall framework of the mandate resolved by the Committee (kindly see attached the relevant three documents).
- b. The HRC also resolved to cooperate with the OHCHR (acting as a technical/Human Rights consultant/partner) and the UNDP (acting as an administrative consultant/partner). Formal contacts between parliament and the HRC with both institutions was agreed to be processed through UNDP because of existing arrangements.
- c. The HRC further resolved to appoint a two member steering committee (“SC”): i.e. the Chairman Dr. Michel Moussa and the undersigned Rapporteur, to follow-up on the implementation of the NHRAP process.

The SC with the assistance of both OHCHR and UNDP organizations made all the process related decisions, including further defining the details of the HRC resolutions and adapting the deadlines to current circumstances (kindly see attached the most relevant document).

- d. The first meeting of all stakeholders held on December 10, 2005 (e.g. MPs, Ministries, CSOs, International organizations) and all subsequent follow-up meetings, endorsed the process as set, and further agreed that the HRC acts as the coordinator and steering entity of the NHRAP.

²⁷ (Letter provided by the MP to the consultant and is annexed in this report upon his approval)

2. The Institutional/Process Related Problem:

I have the very unpleasant feeling of being by-passed and sidelined (to put it mildly) from the appropriate participation in the follow-up and steering of the NHRAP process. Now, let me emphasize the fact that what I am, and have been, stating is neither an “ego trip”, nor a mere comment that anyone can decide or not to take into consideration. I say so:

(i) **first**, out of my concern for the effective and efficient conduct of our task, given that several decisions were made without my knowledge and participation in deviation from the adopted process, or not in the best interest of the project; (ii) **second** as a co-member of the SC; and (iii) **third** out of my constitutional capacity as member of parliament and Rapporteur of the HRC (I am therefore not a mere “partner”, “stakeholder” or member of a broad undefined group of people).

I will highlight hereafter the main issues at hand and will make several practical resolutions.

3. Respect for the Process:

The success of the NHRAP rests a lot on the success of the process itself. Many experts can write plans, but nothing can replace the partnership dialogue that we have established between MPs, ministers, CSOs and international organizations, to develop the political will necessary to implement policy decisions. Thus, I noted many deviations from the process as set to reach this goal; here are a few most recent examples:

1. The SC meeting of January 7, 2010 resolved to appoint a Lebanese expert to draft the NHRAP under the supervision of a foreign expert (please refer to the attached MoM). In deviation from this decision, only a foreign expert (Mr. Amin Makki Madani) was appointed with no formal knowledge or approval of the SC or the undersigned!. When was this decision taken ?; by whom ?; and why ? why was the new ToR not submitted to the undersigned for vetting as we had resolved and did for the first ToR?
2. It so happens that I do greatly appreciate and value the professional competence and personal abilities of Mr. Madani (this is not at all in question!). This is why I have accepted the “fait accompli”, aside from the fact that I also want to focus on positive results. However, we still need to resolve some practical consequences, e.g: who will provide the technical assistance to the HRC in the drafting of the NHRAP after the end of Mr. Madani’s mission (I understand by December 10, 2010) when the consultations and dialogue with all the partners will really start on the final text ? bearing in mind that such involvement would require “resident” technical knowledge and capacity.
3. I was not informed about, nor involved in, the first visit of Mr. Madani to Lebanon, which I knew about incidentally during a meeting after he had left !!. One of the consequences of such failure, other than the process aberration itself, was an unfortunate sentence in the visit report, regretting the absence of the HRC MPs, thus reflecting negatively, within the community, about our commitment as MPs to, and involvement with, the NHRAP!! In addition on a more practical note, it was unfortunate that I could not give any of my own input to Mr. Madani during the first visit; as you know, this was corrected during his second visit and I pretend, to the benefit of our work; what a loss of time!.
4. An expert (i.e. Me. Nizar Saghie) was appointed and contracted by the UNDP to write resolutions for the Prisons Report, without even consulting or informing me about that as drafter

of the report, lest as co-member of the SC! This fact disrupts and contravenes a previous resolution of the SC which provided that I were to submit the report (which is ready) after the HRC visits prisons (kindly also refer to the attached MoM). To date, this has not happened.

5. The draft “O” of the Action Plan prepared by Mr. Madani was widely distributed to CSOs and experts with whom meetings were planned, again in my absence and without my consent or that of the SC. These meetings at this stage of the proceedings had to be cancelled because they did not conform to the partnership process and spirit of the NHRAP in addition to the fact that the draft was not ready yet for consultation distribution.

Please note that we have been successful in finding corrective measures to all the problems above. However, let me emphasize the fact that better than correction is prevention, through strict adherence to the process as decided, particularly through strict respect to the mandate of the SC and HRC.

4. Steering Committee Functions:

It is important to emphasize the Lebanese ownership of the process and content of the NHRAP that was agreed to be coordinated by the HRC and the SC. Every assistance and support we are receiving from the OHCHR and UNDP is most appreciated. However, responsibilities should not be blurred or tampered with, both at the level of the internal functioning of the SC and between the latter and its international partners. There have been several deviations from these principles on both levels that have caused most of the problems, including those listed in the preceding section:

1. All decisions related to the follow-up and steering of the process should be managed by the two members SC, by resolution of the HRC. Let us all be reminded that the position of Committee’s Chairman carries with it the institutional right and responsibility to call for meetings and chair the debates, not to decide on behalf of the HRC. ALL decisions, since inception of the NHRAP have thus always been decided by both members of the SC based upon the abovementioned mandate of the HRC. There have unfortunately been a few deviations that have always been called to order or corrected. Never, since inception, did we have to go back to the HRC as a whole, to settle any disagreements between both members of the SC. When such disagreements happen, every effort should be made to overcome them, or refer to HRC. However, under no circumstances could UNDP seek approval for any action, or change thereof, from either member of the SC separately.
2. I urge us all to set ourselves into the proper process and spirit of our cooperation with the OHCHR and UNDP, with process decisions resting with the SC. I understand that sometimes, some of us involved in the NHRAP get carried away with the need to perform or achieve action. I noted for instance, in the last e-mail received from Mr. Krayem the following sentence: “Generally speaking, all the recommendations you both [i.e. SC members] voiced were taken into consideration”. I don’t intend to be picky, but just to illustrate the fact that the SC does not “voice recommendations” but makes decisions; all international and local partners (including parliamentary staff) will assist the HRC and the SC with opinion and with implementation actions of resolutions, not “take them into consideration”. Needless to say, that everyone’s opinions and recommendations are both needed and appreciated; they will thus be heard and taken into due consideration during SC and HRC meetings prior to taking resolutions.

I therefore urge us all to adhere strictly to the decision-making process as stated.

5. Rapporteur / Secretary Functions:

Let me remind you all (as restated during the last meeting), that as the HRC Rapporteur, I have the institutional rights and obligations to report to the Committee and to Parliament as a whole all results and work of the HRC and its subcommittees. This includes all related minutes of meetings, and the NHRAP itself after it is appropriately discussed and approved by the various working groups and the HR Committee. As you can all appreciate, keeping records of what is said and what is decided is a very important function for the discharge of any business. Careful attention must therefore be given to their timely circulation as well as to their appropriate format and accurate content.

In performing this task, I am assisted institutionally by the HRC Secretary (أمين السر). By agreement so far with the UNDP, the latter has been assisting in keeping minutes of the SC.

The recent practice is showing many flaws. Here are some examples: (i) since the report/MoM of the 7/1/2010 meeting, I have not been submitted the draft of any for prior vetting; (ii) the Report/MoM of 26/10/2010 had to be modified according to my comments relayed in my mail of 29/10/2010, however this has not been done yet; (iii) the 9/11/2010 Report/MoM of the SC meeting also includes many problems and inaccuracies, which I will point out later in a meeting. However note the following few examples: Dr. Moussa's statement is recorded and not mine; a number of resolutions are not recorded; the resolution about the prisons report is both insufficiently reported (i.e. my rejection of the appointment of Me. Saghie) and wrongly reported (i.e. the correction of the wrong made is that Me. Ghaghieh's prison recommendations are to be transmitted to myself ONLY as drafter of the Report).

In light of the above and as Rapporteur of the HRC, I hereby would like to see the following done:

1. All draft SC Reports/MoM must be vetted by me before circulation. I will also have to vet their finalization after all persons attending the SC meetings are afforded comments.
2. Hold a meeting as soon as possible with the HRC Secretary together with the person appointed by the UNDP to keep the minutes. I hope that this meeting will clarify all the issues, set the overall style and process for MoMs, and correct the last two MoMs before re-circulation.

Best Regards,
Ghassan Moukheiber
HRC Rapporteur

**ANNEX 8: Financial Cost Breakdown of the UNDP-Parliament Project
2011-2018²⁸**

Cost Breakdown – Year 2011

Item	Amount
4 Staff Salaries+ Costs	74,014.04
Workshops/Seminars	8,201.85
Consultants	0
Publications/Reports (Designing and Printing Costs)	2750
Miscellaneous (Connectivity and Mobile charges, stationary, office supplies, hardware, Parliament website maintenance ...)	7,178.88
TOTAL	92,144.77

Cost Breakdown – Year 2012

Item	Amount
4 Staff Salaries+ Costs and 2 Volunteer Staffs+ Costs	126,213.74
Workshops/Seminars	8,318.87
3 Consultants	7500
Publications/Reports (Designing and Printing costs)	5140
Miscellaneous (Connectivity and Mobile charges, stationary, office supplies, hardware, Parliament website maintenance ...)	6,280.87
Travel Costs and DSA	7520
TOTAL	160,973.48

Cost Breakdown – Year 2013

Item	Amount
4 Staff Salaries+ Costs and 2 Volunteer Staffs+ Costs	190,811.78

²⁸ N.B. The yearly total amounts do not include the UNDP General Management Support Fees.

Workshops/Seminars	20,159.39
11 Consultants + 1 3D Animation Company	190,910.00
4 Publications/Reports (Designing and Printing Costs and translating costs for National Human Rights Action Plan)	57,890.56
Miscellaneous (Connectivity and Mobile charges, stationary, office supplies, hardware, Parliament website reshaping and maintenance ...)	12,507.46
Travel costs and DSA	2,151.08
TOTAL	474,430.27

Cost Breakdown – Year 2014

Item	Amount
4 Staff Salaries +costs	197,059.86
Workshops/Seminars	-
Consultants	-
Publications/Reports (Designing and Printing Costs)	-
Miscellaneous (Connectivity and Mobile charges, stationary, office supplies, hardware, Parliament website maintenance ...)	7,219.7
Travel costs and DSA	698
TOTAL	204,977.56

Cost Breakdown – Year 2015

Item	Amount
4 Staff Salaries +Costs	198,367.56
Workshops/Seminars	-
Consultants	-
Publications/Reports (Designing and Printing Costs)	-

Miscellaneous (Connectivity and Mobile charges, stationary, office supplies, hardware, Parliament website maintenance ...)	5,102.34
Travel costs and DSA	-
TOTAL	203,469.9

Cost Breakdown – Year 2016

Item	Amount
4 Staff Salaries +Costs	196,793.17
Workshops/Seminars	-
Consultants	-
Publications/Reports (Designing and Printing Costs)	-
Miscellaneous (Connectivity and Mobile charges, stationary, office supplies, hardware, Parliament website maintenance ...)	1,358.21
Travel costs and DSA	-
TOTAL	198,151.38

Cost Breakdown – Year 2017

Item	Amount
4 Staff Salaries +Costs	197,327.15
Workshops/Seminars	8,722.11
Consultants	-
Publications/Reports (Designing and Printing Costs)	5,247.26
Miscellaneous (Connectivity and Mobile charges, stationary, office supplies, hardware, Parliament website maintenance ...)	4,877.43
Travel costs and DSA	1616

TOTAL	217,789.95
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Cost Breakdown – Year 2018 Until October 2018

Item	Amount
4 Staff Salaries + costs (until July 2018) 3 staff salaries+1 UNV + costs (starting September 2018)	147,988.49
Workshops/Seminars	8,175.43
Consultants	26,378.7
Publications/Reports (Designing and Printing Costs)	5,237.37
Miscellaneous (Connectivity and Mobile charges, stationary, office supplies, hardware, Parliament website maintenance ...)	4,951.81
Travel costs and DSA	492
TOTAL	193,223.8