

**UNDP Lebanon**

**Energy and Environment Programme 2017-2020**

**Outcome Evaluation**

# **EVALUATION REPORT**

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## ACRONYMS AND ABBREVIATIONS

AFDC	Association for Forests, Development and Conservation
AWP	Annual Work Plan
CCA	Common Country Assessment
CDR	Council for Development and Reconstruction
CO	Country Office (of UNDP)
CO <sub>2</sub>	Carbon Dioxide
CPAP	Country Programme Action Plan
CPD	Country Programme Document
E&E	Energy and Environment (Programme)
EU	European Union
FAO	Food and Agricultural Organization of the United Nations
GEEW	Gender Equality and Empowerment of Women
GMS	General Management Support
HACT	Harmonized Approach to Cash Transfers
HCFC	Hydrochlorofluorocarbon
LARI	Lebanese Agricultural Research Institute
LCRP	Lebanon Crisis Response Plan
LDN	Land Degradation Neutrality
LEPAP	Lebanon Environmental Pollution Abatement Project
LogFrame	Logical Framework Matrix
LRI	Lebanon Reforestation Initiative
MDG	Millennium Development Goals
MENA	Middle East and North Africa
MW	Mega Watts
MoE	Ministry of the Environment
MoEW	Ministry of Energy and Water
NDC	Nationally Determined Contribution
NGO	Non-Government Organization
NIM	National Implementation Modality
ODP	Ozone Depletion Potential
ODS	Ozone Depleting Substance
PIR	Project Implementation Report
PM	Project Manager
PV	Photo-voltaic
ROAR	Results Oriented Annual Review
RR	Resident Representative (of UNDP)
SDG	Sustainable Development Goal
SLMQ	Sustainable Land Management in the Qaraoun Catchment (Project)
SRF	Strategic Results Framework
UN	United Nations
UNDP	United Nations Development Programme
UNDAF	United Nations Development Assistance Framework
UNEG	United Nations Evaluation Group
UNEP	United Nations Environment Programme
UNFCCC	United Nations Framework Convention on Climate Change
UNICEF	United Nations Children's Fund
UNIDO	United Nations Industrial Development Organization
UNIFIL	United Nations Interim Force in Lebanon
UNOPS	United Nations Office for Project Services
UNRWA	United Nations Relief and Works Agency (for Palestine Refugees in the Near East)
UNSF	United Nations Strategic Framework
USD	United States Dollar

# EXECUTIVE SUMMARY

## 1 Background and situation

This is the Outcome Evaluation of the Energy and Environment Programme of UNDP Lebanon for the years 2017-20. The time when this Programme was being designed and the preceding few years were extremely challenging for Lebanon. In its 2016 assessment of the situation, the UN noted an increase in demand on natural resources including impacts on water and wastewater, solid waste, air quality, land use and increased pollution loads. In the area of water, Lebanon was experiencing unsustainable water management practices, increasing water demand from all sectors, water pollution, and ineffective water governance. In land use and biodiversity, forested areas were facing deforestation despite playing an important watershed and climate mitigation role. At the same time, key government agencies such as the Ministry of the Environment, the Ministry of Energy and Water and the Ministry of Interior and Municipalities were ill-equipped to face the increasing new challenges.

These challenges were exacerbated by the crisis arising from 1.8 million Syrian refugees.

## 2 Evaluation objectives and intended audience

The purpose of this outcome-level evaluation is to find out how the Energy and Environment Programme has gone about supporting processes and building capacities that have helped make a difference, and whether and to what extent, the planned Outcome 3.3 of UNSF 2017-20 has been or is being achieved as a result of UNDP's work.

The objective of the evaluation is three-fold, namely to:

- Assess the effectiveness and relevance of UNDP's E&E Programme to meet the development priorities of the Government of Lebanon in the field of environment;
- Assess the programme implementation approach (operational procedures, structure, monitoring, control and evaluation procedures, financial and technical planning, project modality/structures) and their influence on the programme effectiveness; and,
- Provide concrete and actionable recommendations (strategic and operational) for the formulation of new programme and project strategies.

## 3 Evaluation methodology

The evaluation applied a participatory and inclusive approach. It also ensured that gender equality and human rights remained as key considerations at the forefront of the methodology. The evaluation sought the opinions and views of stakeholders and these were complemented by the evaluator's own observations and findings.

The evaluation reflects the UNDP and UNEG guidance for such an exercise and has assessed the Energy and Environment Programme according to the criteria of relevance, effectiveness, efficiency and sustainability.

Two basic tools have been used in the search for primary data and information – firstly documents review, and secondly consultations, both face to face and electronically. These have been enhanced through visits to some project localities to meet stakeholders on the ground and observe project activities. The data and information obtained from the documents review and the consultation process were assessed for completeness, adequacy and reliability and employing a disaggregated approach, the data were also assessed for representativeness.

Analysis of relevance was first and foremost in relation to the situation and needs in Lebanon and with a focus on the 17 projects which were initiated or in hard pipeline during this CPD period.

Analysis of effectiveness was focussed on the results obtained by the projects which were either closed during the evaluation period and subject to terminal evaluations or other final reports, or still on-going but had been the subjects of a mid-term evaluation. All the analysed projects had been carried over from the previous CPD period. Analysis of efficiency was based on the manner in which the Programme Team utilized the resources available to the Programme. Finally, analysis of sustainability relied on the responses received from Project Managers to the questionnaire as well as consultations with key stakeholders.

Preliminary findings and report drafts were shared with stakeholders for reactions and comments and these were taken fully into account in preparing the final report.

## **4 Key findings and conclusions**

**Relevance** All projects in the portfolio were found to be very relevant to the Government and people of Lebanon. The projects are also relevant to UNDP and its corporate commitments. However, the same cannot be said of all projects regarding their level of relevance to the CPD and UNSF. In spite of this variance, it is not the Programme that needs to change and neither should the CPD. It is the UNSF that needs to change by being cast differently. It should stay at the strategic level and simply provide a guide and focus for UN agencies to follow.

**Effectiveness** The assessment based on the 10 projects that have been closed and evaluated, even though these projects were designed and started before this Outcome was ever thought of, concludes that there has indeed been good effective delivery.

**Efficiency** Programme resources have been used efficiently and to the best effect by the Team.

**Monitoring** The seven monitoring tools identified in the CPD were not very helpful and the Team reported that monitoring progress and assessing results is difficult with the limited resources available. Neither does the Government have the capacity or the resources to undertake meaningful data collection and reporting. However, and in spite of these challenges, UNDP has a commitment to a results orientation, and a requirement to monitor for results. While this is done moderately effectively at the project level, this is less so at the Programme level where the main hurdle seems to be the CPD SRF. There is a need for a simpler, more logical SRF with a focus on results; one which has clear relevance and logic between its constituent parts.

**Sustainability** Project Managers are quite optimistic about the likelihood of sustainability of the benefits and results emanating from their projects. However, sustainability is a cause of some concern to some stakeholders. Even when ownership is strong, some stakeholders are unable to sustain the project benefits because they simply do not have the financial resources or the expertise and capacity to attend to maintenance, repairs, etc.

**Gender** The UNDP Lebanon Gender Strategy found that the Country Office “does not yet make the direct link between gender and environment” and this was thought to be the result of the fact that “projects are designed to target all Lebanese citizens without distinction”. The Strategy noted that project documents sometimes included “a theoretical section on gender”. However, more recently, E&E projects have been required to design and adopt a gender strategy of their own and this will hopefully become the norm.

**Strategic Results Framework** There is no Programme Document for the Energy and Environment Programme and the Strategic Results Framework in the CPD is weak and not entirely logical. An alternative, more logical and stronger SRF for the Programme is proposed, which has a specific Objective for the Programme reflecting the CCA. There are six Outcomes namely, energy, soil, water, biodiversity, the changing climate and ozone depleting substances. Each Outcome has a focus on the results sought. Baselines are required for each Outcome as well as measurable, indicative Targets. Indicators may not add anything since the Outcome statements are adequately descriptive. The results sought will be obtained through projects which can function as Outputs.

Each Project (= Output) aligns fully with an Outcome and its contribution to that Outcome's Targets must be identified and quantified. The ISMoE project is an exception and it aligns directly with the Objective. The Outputs comprise only newly-initiated projects which are in response to this CCA; projects that are carried over are managed and monitored through a separate results framework within the Project Document.

**Overall conclusion** The Energy and Environment Programme is extremely relevant and valuable for the Government and people of Lebanon. Its results delivery through its projects is very effective and its resources are used efficiently, however, the sustainability of its results is not assured. Its scope and range of interventions does not always fit with the relevant UNSF Outcome and in its efforts to remedy this, its Strategic Results Framework has become weak and lacks logic. An alternative more logical and stronger SRF is proposed.

## 5 Recommendations

- 1 It is recommended that UNDP accept that the larger part of the projects portfolio is carried over and that these projects were fully justified and relevant when they were started. They do not have to be retrofitted into the new CPD but should be considered as a justified component in their own right within the new Programme.
- 2 It is recommended to the UN system that in order to resolve the challenge facing programme teams as they try to balance known national needs with diluted UNSF Outcomes, the role of the UNSF should be to set the scene by outlining needs and priorities and focussing on guidance and direction for the various agencies. The UNSF does not need its own Outcomes, Indicators and Targets.
- 3 It is recommended to the E&E Programme Team that they prepare a Programme Document which should distinguish between projects that are being carried over and those newly initiated in response to new needs and priorities. The latter should be reflected in a logical Strategic Results Framework with the new projects as the outputs, and which can be used to monitor for results. Such a Programme Document will comprise the Team's contribution to the CPD.
- 4 It is recommended to the E&E Programme Team that all projects must undergo a terminal evaluation before closure so as to assess the relevance of each project to the country needs and priorities as identified in the CPD and the Programme, assess the effective delivery of results compared with the targets sought, assess the efficiency through which the resources available have been converted into results, and assess the likelihood of sustainability of the project's results. UNDP must not rely on the evaluation carried out by a donor partner unless it has adequate input into the scope and terms of reference as well as the management of the evaluation process.
- 5 It is recommended to UNDP that in an effort to increase the likelihood of sustainability of project results, projects should preferably fit within a broad and strategic context such as national plans and strategies. Furthermore, an ex-post assessment should be carried out for each project some time (3-5 years) after project closure to assess sustainability and the circumstances that might have contributed towards or against it. The experience gained can then be put to good use in designing new projects.
- 6 It is recommended to the E&E Programme Team to continue with and improve the practice of requiring the formulation and implementation of a meaningful gender strategy for each project thus contributing to the achievement of SDG-5 for Gender Equality.
- 7 It is recommended to the E&E Programme Team that in view of its current success and the continuing needs, priority should be accorded to interventions that deal with renewable energy, management of wastewater and prevention of pollution, sustainable land management and rehabilitation of degraded land and forests.

# 1 INTRODUCTION

## 1.1 Background – the situation in Lebanon

Lebanon is identified in the UNDP Human Development Report<sup>1</sup> as “an upper middle-income country with an estimated population of 4.55 million. In 2015 the gross domestic product per capita was \$11,292 and the country was ranked 67 out of 188 countries according to the 2014 human development index”. By 2014, Lebanon had met Millennium Development Goal (MDG) targets in the health and primary education sectors, but not in poverty, gender equality and environmental sustainability<sup>2</sup>.

The time period that is of interest to this outcome evaluation is from 2016 (when the plans, programmes and strategies were being drawn up) and on to 2017 to 2020 which is the period of implementation. This period and the preceding few years have been extremely challenging for Lebanon. So much so that when the UNDAF 2010-14 period ended in 2014, the UN system in Lebanon decided to work on the basis of an exceptional extension to cover the period 2015-2016 as a result of the circumstances facing the country at the time (politically and security). This extension was agreed to formally by the Council for Development and Reconstruction (CDR) in November 2013 on behalf of the Lebanese Government and approved by the UNDP Executive Board in September 2015.

According to the World Bank assessment of Lebanon’s economic outlook<sup>3</sup> in 2016, “the economic prospects over the medium term are highly affected by geopolitical and security conditions, which remain decidedly volatile ... [and] ... creeping political paralysis rendered the three main branches of government either vacant (the Presidency, since April 2014), idle (Parliament) or ineffective (Government). The population is increasingly bearing the consequences of failed governance via a marked deterioration of government services, such as electricity, water supply and a visually powerful garbage crisis that has left piles of it uncollected on the streets”.

In its 2016 assessment of the situation<sup>4</sup>, the UN system in Lebanon saw numerous challenges across various thematic areas – “an increase in demand on natural resources including impacts on water and wastewater, solid waste, air quality, land use and increased pollution loads”. In the area of water, Lebanon was experiencing unsustainable water management practices, increasing water demand from all sectors, water pollution, and ineffective water governance. In land use and biodiversity, forested areas were facing deforestation despite playing an important watershed and climate mitigation role. Key government agencies such as the Ministry of the Environment, the Ministry of Energy and Water and the Ministry of Interior and Municipalities were ill-equipped to face the increasing new challenges.

These challenges were exacerbated by the Syrian refugee crisis. As was observed by the Ministry of the Environment<sup>5</sup> in 2014, the impact of some 1.8 million Syrian refugees in Lebanon ranged from solid waste, to water quality and quantity, wastewater management, air quality, land use and encroachment, and impacts on ecosystems (primarily forests and wetlands).

According to LCRP<sup>6</sup>, by October 2015 the number of people in-country had risen by 37% and the impacts of this were being felt through higher deficits and less hours of water supply, increased wastewater and pollution load from wastewater discharges, and an increase in electricity demand from an estimated 213 MW to 362 MW. From all accounts and according to stakeholders met from the MoE, the situation has not improved and times at the Ministry are still quite challenging.

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<sup>1</sup> <http://hdr.undp.org/en/countries/profiles/LBN>

<sup>2</sup> Lebanon Millennium Development Goals report 2013-2014

<sup>3</sup> World Bank (2016) Lebanon’s Economic Outlook- Spring 2016. In: MENA Economic Monitor Report - Spring 2016.

<sup>4</sup> United Nations Strategic Framework (UNSF) Lebanon 2017-2020

<sup>5</sup> MoE, EU, UNDP (2014) Lebanon Environmental Assessment of the Syrian Conflict & Priority Interventions

<sup>6</sup> Government of Lebanon and United Nations (2015) Lebanon Crisis Response Plan 2015-2016



All assessments made at the time point to an unusual and challenging situation in Lebanon and this was the context within which the UN System and UNDP set about designing their assistance and development programmes for Lebanon for the years 2017-2020.

## 1.2 The UN response - United Nations Strategic Framework, Lebanon 2017-2020<sup>7</sup>

The UN System response to the identified situation and the perceived government needs in 2016 is defined in the United Nations Strategic Framework (UNSF) for Lebanon which “*pledges to work in support to the Government of Lebanon to meet the country’s security, political, human rights, humanitarian and developmental priorities*”.

UN interventions were to include direct policy and technical advisory support to the national Government and regional and local authorities. Furthermore, interventions were to extend to Palestinian refugee camps where UNRWA was expected to continue to collect and dispose of solid waste, while looking for mechanisms to reduce waste and recycle, and to build awareness among refugees on water use and solid waste management for a healthy environment.

In addition, the reduction of pollution to water, air and soil from power generation, industries and other sources was also to be tackled through various programmes in order to satisfy both national legislation and international obligations. Furthermore, the UNSF committed the UN system to support the effective management of solid waste and the improvement or protection of water quality. Environmentally sound approaches that promote waste reduction, recycling and/or proper management of solid waste, including medical waste, were planned. The government was to be assisted with the development of a mid- to long-term strategy on integrated waste management.

In the energy sphere, interventions were planned to meet the adaptation and mitigation needs of climate change on the country. Renewable energy technologies in the productive sectors as well as at the household and communal levels were to be promoted. These approaches feed into the overall strategic approach of working towards a low carbon economy that is promoted by the UN agencies and is in line with the Sustainable Development Goals.

Of particular interest to this evaluation is the UNSF *Core Priority 3: Lebanon reduces poverty and promotes sustainable development while addressing immediate needs in a human rights/gender-sensitive manner*, and, more specifically, Outcome 3.3 which has as its stated target – *Lebanon has adopted measures to improve environmental governance*.

Outcome 3.3 was to be monitored and measured by eight Indicators each with its Baseline and Targets. In its efforts to address the needs and priorities identified at the time (see section 1.1 above), the UNDP Energy and Environment Programme has focussed on the following three of the eight Indicators/Baselines/Targets (see Annex 2a for the full SRF) –

**Table 1 Indicators, baselines and targets from UNSF Outcome 3.3 of special interest to the E&E Programme**

INDICATOR		BASELINE	TARGET
3.3.3	Tons of CO <sub>2</sub> eq emissions (or equivalent) reduced in the industrial and commercial sectors	0 tons CO <sub>2</sub> eq	9,600 tons CO <sub>2</sub> eq
3.3.4	Number of national development plans and processes integrating: biodiversity, renewable energy, energy efficiency, sustainable consumption and production, climate change, sound chemical management, sustainable consumption & production and ecosystem services values	3	6
3.3.6	Number of adaptation to climate change projects developed and initiated in various sectors	5	2

<sup>7</sup> United Nations Strategic Framework (UNSF) Lebanon 2017-2020

### 1.3 UNDP response – the Lebanon Country Programme Document 2017-2020<sup>8</sup>

The contributing agencies to UNSF Outcome 3.3 were UNDP, UNEP, UNICEF, FAO, UNIDO, UNRWA, UNOPS, UNIFIL, and UN Women. Thus UNDP is one of nine UN agencies identified as potential deliverers of Outcome 3.3, and UNDP is noted as providing almost 50% of the financial resources (USD40 million out of USD82.6 million).

As with the UNDAF, the UNDP CPAP from 2010-14 had been extended to cover 2015 and 2016 when a new Country Programme for 2017-2020 was designed. The UNDP Country Programme Document (CPD) has four “entry points” including one “*to halt the environmental degradation that has been exacerbated by the crisis and negatively influenced Lebanon’s chances of securing long-term sustainable development*”. Interventions were planned ranging from policy-oriented actions to scalable local interventions, which were to be guided by the frameworks provided by the Paris Agreement on Climate Change and the Sustainable Development Goals (SDGs). Among the priorities identified in the CPD is – “*Improving environmental governance, including low-emission, climate resilient actions, and environmental management programmes that protect national resources and steer the country towards a green economy*”.

The CPD planned to contribute to the UNSF Outcome 3.3 by targeting the *improvement of environmental governance* and this is described as having a two-pronged strategic approach:

- (a) Support climate change adaptation and mitigation (towards a low carbon economy) by increasing access to climate financing via Lebanon’s commitments to the UNFCCC; promoting renewable energy technologies in sectors and at communal levels; collaborating with MoE, MoEW and private stakeholders to raise public awareness on the importance of adopting renewable energy technologies; build the capacity of the private sector to cope with expected demand; and, improving coordination of the response to climate change in the agriculture, water and land management sectors.
- (b) Support the integrated and sustainable management, and protection of, natural resources by focusing on biodiversity, forest and land management, and water ecosystems; reducing industrial (and other) pollutants; and, improving the capacity of the government at the central and local levels to enforce legislation on environmental priorities.

The CPD also refers to the on-going Syrian refugee crisis which has impacted Lebanon on many fronts including the environment and, in particular, the effective management of solid waste and wastewater, the improvement and protection of water resources, and providing beneficiaries with access to clean energy sources at the central and decentralized levels. In addition, interventions such as improving water networks, will improve living conditions in host-communities, particularly in poorer regions, and reduce household expenditures, thereby contributing to poverty reduction. In recognition of its comparative advantage in Lebanon, UNDP adopted a strategy centred on aligning the response to the Syrian crisis with sustainable development practices that will improve the long-term resilience of Lebanese systems.

The CPD proposed to enhance the monitoring and evaluation of the programme delivery through the following measures:

- Refining the theory of change in each programmatic element, identifying causal relationships, agreeing on specific indicators and data collection methods and defining a learning and research agenda.
- Assess progress twice a year through workshops at the national and sub-national levels.
- Conduct external perception surveys that will inform a CPD midterm review.

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<sup>8</sup> Executive Board of the UNDP, the UN Population Fund and the UNOPS (2016) Country Programme Document for Lebanon (2017-2020)

Monitoring is discussed and assessed in section 3.4.5 below.

The CPD identified four potential risks that may prevent the successful implementation of the programme as follows:

- An escalation of the Syrian conflict
- An absence of data for evidence-based programming and monitoring
- Continued deterioration of the economic situation may lower the focus on environmental concerns
- Increased demand on UNDP services that overstretches the organization and affects its capacity to respond

Mitigation measures were also proposed and the risks together with their mitigation measures are discussed further in section 3.4.6 below.

The three Indicators from UNSF Outcome 3.3 identified as of interest to the E&E Programme of UNDP provided the scope for CPD Priority Area 4 as follows.

**Table 2 Strategic Results Framework of CPD Priority Area 4, from the CPD but without the columns showing the implementation partners and the indicative budget (see Annex 2b for the full SRF)**

**4. National priority or goal:** Law 444/2002 - Framework for the protection of the environment.

**United Nations Strategic Plan outcome involving UNDP: Outcome 3.3.** Lebanon has adopted measures to improve environmental governance.

**Related UNDP strategic plan outcome: Outcome 1.** Growth and development are inclusive and sustainable, incorporating productive capacities that create employment and livelihoods for the poor and excluded.

**Outcome 4.1.** Tons of CO<sub>2</sub> eq emissions (or equivalent) reduced in the industrial and commercial sectors.

Baseline: 0 tons of CO<sub>2</sub> eq

Targets: 9,600 tons of CO<sub>2</sub> eq

**Outcome 4.2.** Number of adaptation to climate change projects developed and initiated in various sectors.

Baseline: 5

Target: 2

**Outcome 4.3.** Number of national development plans and processes integrating: biodiversity, renewable energy, energy efficiency, sustainable consumption and production, climate change, sound chemical management, sustainable consumption & production and ecosystem services values.

Baseline: 3

Target: 6

**Data source:** Ministry of Environment (Climate Change National Reports) and/or Ministry of Energy and Water National Reports

**Frequency:** Annual

**Responsibilities:** Government of Lebanon

**Data source:** Ministry of Environment (Climate Change Reports)

**Frequency:** Biannually

**Responsibilities:** Ministry of Environment/UNDP

**Data source:** National Water Sector Strategy

**Frequency:** Annual

**Responsibilities:** Ministry of Energy and Water

**Data source:** Hydrochlorofluorocarbons (HCFCs) phase-out management plan (Stage-II) agreement

**Frequency:** Annual

**Responsibilities:** Ministry of Environment and Industries

**Output 4.1. Low emission climate resilient actions initiated**

**Indicator 4.1.1.** Amount of energy saved from the implementation of decentralised and/or small-scale mitigation projects

Baseline: 0.10 megawatts

Target: 5.67 megawatts

**Indicator 4.1.2.** No. of mitigation and adaptation awareness raising and capacity building actions taken

Baseline: 20

Target: 60

**Output 4.2. National Environmental Management Strengthened**

**Indicator 4.2.1.** No. of environmental initiatives implemented in productive sectors

Baseline: 1

Target: 25

**Indicator 4.2.2.** No. of solid waste, water and waste water management initiatives implemented

Baseline: 2

Target: 10

**Indicator 4.2.3:** volume (tons) of Ozone Depleting Substances released

Baseline: 66.15 ODP tons

Target: 36.78 ODP tons

This SRF is somewhat confusing. Presentationally, it lacks the usual logical relationship between the different elements of a SRF which normally defines a SRF. This is discussed further in section 3.1.1 below and again in sections 4.1 and 4.8.

## 2 THE OUTCOME EVALUATION

### 2.1 Purpose and objective of the evaluation

According to the Terms of Reference (Annex 1), the purpose of this outcome-level evaluation is to find out how the Energy and Environment Programme of UNDP in Lebanon has gone about supporting processes and building capacities that have helped make a difference, and whether and to what extent, the planned Outcome 3.3 of UNSF 2017-20 has been or is being achieved as a result of UNDP's work in the area of Energy and Environment during the period 2017-2020. The evaluation supports UNDP accountability to national stakeholders and partners, serves as a means of quality assurance for UNDP interventions at the country level and contributes to learning at corporate, regional and country levels. The evaluation is to identify which UNDP approaches have worked well and which have faced challenges. It will also identify lessons learned to improve future initiatives and generate knowledge for wider use.

The objective of the evaluation is three-fold, namely to:

- Assess the effectiveness and relevance of UNDP's E&E Programme to meet the development priorities of the Government of Lebanon in the field of environment;
- Assess the programme implementation approach (operational procedures, structure, monitoring, control and evaluation procedures, financial and technical planning, project modality/structures) and their influence on the programme effectiveness; and,
- Provide concrete and actionable recommendations (strategic and operational) for the formulation of new programme and project strategies.

### 2.2 Evaluation approach

The evaluation applied a participatory and inclusive approach. It also ensured that gender equality and human rights remained as key considerations at the forefront of the methodology. The evaluation sought the opinions and views of stakeholders and these were complemented by the evaluator's own observations and findings.

The evaluation reflects the UNDP and UNEG guidance for such an exercise and has assessed the Energy and Environment Programme according to the criteria of relevance, effectiveness, efficiency and sustainability.

**Relevance** has been assessed first and foremost in relation to Lebanon's needs and aspirations as expressed through government policies, strategies and plans. The Programme is also assessed for its relevance to the CPD and to UNSF Outcome 3.3. The Programme's relevance to the UNDP corporate strategic goals has also be assessed. Finally, the Programme has been assessed for its interest to partners, both funding sources and those that collaborate in the implementation effort.

**Effectiveness** relates primarily to results achieved at the outcome level and the evaluation has assessed the contribution of UNDP's work to the targets of UNSF Outcome 3.3 as illustrated by the adopted indicators. The evaluation assessed the delivery of outputs and activities which contribute to the achievement of outcomes at project level and which, in turn, contribute to the achievement of UNSF Outcome 3.3. As part of this assessment, a critique has been carried out of the Strategic Results Framework (=LogFrame) for Priority Area 4 of the CPD.

**Efficiency** is the assessment of the manner in which inputs, which include resources such as expertise, partners, time, budgets, etc, have been utilized to achieve outputs – in effect, how resources have been converted into results. The focus has been on resources that are under the immediate managerial influence of UNDP and whether they have been used wisely and economically and to the best advantage.

**Sustainability** has been assessed by considering the threats and risks that are faced by the results achieved. These range from political commitments, financial resources, institutional capacity/knowledge, public knowledge and appreciation.

The assessment on the basis of these four criteria has been guided by the specific questions as in the Evaluation Matrix in Annex 3.

## **2.3 Data sources and data collection methodology**

Two basic tools have been used in the search for primary data and information – firstly documents review, and secondly consultations, both face to face and electronically. These have been enhanced through visits to some project localities to meet stakeholders on the ground and observe project activities.

### **2.3.1 Documents review**

The Terms of Reference proposed a list of documents for review, and this was augmented with documents that were discovered during the initial research phase and subsequently.

Documents that were reviewed include UNDP strategic and planning documents like the 2017-2020 United Nations Strategic Framework for Lebanon and the Country Programme Document, particularly the E&E Programme supporting documentation; historic documents such as the reports from the previous two Outcome evaluations; the quarterly PowerPoint presentations on the Overview of the Programme; the Country Office Annual Report (ROAR) for the years 2016-2019; programme and project level documentation such as the financial overview of projects, available Mid-Term Reviews and available Terminal Evaluations, project donor reports as available, and representative AWP and PIRs.

In addition, a number of websites were also reviewed. These included the UNDP Lebanon website, specific project websites, websites of key government organizations, websites of key partner organizations ranging from donor agencies to implementing NGOs, etc.

References to documentation are noted in this report to the extent possible, in most cases in footnotes. The full list of documents reviewed and/or consulted as well as websites visited and reviewed is contained in Annex 4.

### **2.3.2 Consultations with stakeholders**

Consultations with stakeholders started in parallel with the initial documents review. This was through email and skype as well as through an electronic questionnaire to Project Managers and Funding Partners (see Annex 6a), past and current, to obtain their views on projects they have been / are responsible for, their contribution to the UNSF Outcome, their views on the E&E Programme governance and management. Questionnaires were sent out to 10 Project Managers and four Funding Partners. There were 17 responses (Annex 6b) from Project Managers because some were responsible for more than one project. There was one response from Funding Partners.

Following the documents review and after obtaining preliminary findings, a brief mission was carried out to Lebanon (see Annex 8). The key purpose of this mission was to meet with and consult key stakeholders so as to validate the preliminary findings which were obtained from the documents review and the electronic consultations with key stakeholders.

Some 54 persons (Annex 5) have been consulted and they ranged from UNDP officials and particularly E&E Programme management personnel, project management personnel, implementation and funding partners, central and local government, various stakeholders at the

local level and beneficiaries, including at community level. It is acknowledged that it has not been possible to meet all stakeholders, especially at project level and the evaluator relied on the advice of the UNDP CO and the Government, on who it was possible to meet with. However, having received such advice, the evaluator ensured that the list included known key stakeholders, and stayed aware of the need to involve both government and non-government interviewees, sought gender equality, and was truly representative of the programme scope and context. The spread of interviewees, across genders (females 43%, males 57%) and circumstances, enhanced the validity of the information obtained.

Most consultation meetings followed the same pattern, starting with a brief introduction by a Team member or a Project Manager or staff, on the purpose of the evaluation<sup>9</sup>. This was followed by an identification of the relationship that the consultee has with the Programme, if any, and his/her views on the Programme. Particular emphasis has been placed on whether the consultee felt that the Programme has achieved or will achieve its objectives, whether it has done this effectively and as required, and whether the Programme's products and benefits are likely to be sustainable (= the basic evaluation questions). The evaluator gave an undertaking that the sources of information will not be disclosed unless this was important for the report and in such cases, only with the agreement of the source.

A full list of the persons that were met and/or consulted by the evaluator is in Annex 5 and the following figure provides a summary of the categories of those consulted.



**Figure 1 Relative numbers of stakeholders consulted**

### 2.3.3 Field visits

Field visits were carried out to southern Beirut and two localities outside Beirut. The first was in South Lebanon in Saida, the second was in the Bekaa Valley.

<sup>9</sup> Programme and project staff were invited to use their judgement on whether their presence at meetings was a positive or negative influence on disclosure and transparency. On all occasions apart from some field visit meetings, the staff left the meeting after the introduction.

Dahyieh is a municipality in the southern suburbs of Beirut which was the locality of a UNDP project that installed solar PV system for the Municipality office building and the Fire Emergency HQ. The visit was in the company of the Project Manager and the consultant engineer.

Saida is the locality of the Saida landfill and dumpsite which was rehabilitated through a UNDP Solid Waste Management project. A site visit was carried out and discussions were held with the UNDP Project Manager and Advisor as well as the Mayor of Saida.

The Bekaa Valley is the locality for a number of interventions by the E&E Programme. The field visit was planned in conjunction with the Project Manager of the Qaraoun Sustainable Land Management Project (SLMQ) and carried out in the company of the Project Officer. The visit started with a visit to Kassatly juice/beer/wine production and bottling plant in Chtaura which had been assisted by the LEPAP project to secure a soft loan for the construction of a wastewater treatment plant. The plant is in the final stages of construction and due to be commissioned in a few weeks. The next visit was to the Lebanon Agricultural Research Institute (LARI) with whom UNDP E&E Programme has collaborated on a number of initiatives. More specifically, the LARI green house and seed propagation unit were visited where the SLMQ Project is collaborating for the production of seedlings and seed to be used in the rehabilitation of degraded rangelands. The next visit was to the Qabb Elias Municipality for a meeting with the Mayor and an inspection of new irrigation canals constructed with assistance from the UNDP project that is providing increasing access to water for host communities. Some local farmers were met on site. Next was a visit to the Municipality of Mdoukha where the SLMQ is testing innovative technology for the seeding of rangelands. The Mayor and members of the local community demonstrated the machinery and reported on the results of tests they had carried out. The NGO LRI is working in parallel in the area, complementing what SLMQ is doing and it was possible to meet one of their experts. The final visit of the day was to the Municipality of Kaukaba for a meeting with the Mayor, members of the community and the AFDC expert who is leading the planting effort for the reforestation of degraded hill country. The NGO AFDC is under contract to the SLMQ Project.

## **2.4 Data analysis**

The two fundamental tools for this evaluation were the Projects Portfolio and the Strategic Results Framework (SRF) for the E&E Programme.

The confirmation of the scope of the projects portfolio under the E&E Programme, had to take into account that some projects had been through a number of phases. Other projects were parallel elements of the same project but considered separately for administrative reasons since they were funded from different sources. The agreed list determined the scope of this evaluation since the projects are the delivery mechanisms for the Programme. The Projects Portfolio forms Table 5 and is discussed in section 3.1.3 below.

The next basic task was to analyse and reach agreement on the structure and logic of the Strategic Results Framework (SRF) or LogFrame of the Programme. The CPD SRF for the Programme captures the relationship with the UNSF Outcome 3.3 and sets Indicators, Baselines and Targets. It is discussed in section 3.1.1 below.

The data and information obtained from the documents review and the consultation process were assessed for completeness, adequacy and reliability. Employing a disaggregated approach, the data were also assessed for representativeness. When the data appeared wanting in any of these parameters, steps were taken to remedy the shortfall initially through further documents search; and subsequently through the consultations that were carried out prior to and during the mission to Lebanon.

Having concluded that the data and information were satisfactory, they were analysed to search for answers to the questions in the Matrix in Annex 3. The focus was on the indicators selected for

UNSF Outcome 3.3 and the CPD Outputs in an effort to determine the relevance and effectiveness of the E&E Programme. Furthermore, the analysis also examined the efficiency of execution of the E&E Programme – how well it was planned, how the process was managed, whether resources were used to the best advantage, what monitoring systems were put in place, and how UNDP interacted with its partners.

This initial analysis led to preliminary findings which were shared with stakeholders for reactions and comments. During the mission to Lebanon, evidence obtained from the initial documents review and stakeholders questionnaires, was validated through face to face consultations. The opportunity was also taken to introduce any further work or necessary adjustments to reflect the degree to which the E&E Programme has supported or promoted gender equality, a rights-based approach and human development, as required by all UNDP initiatives.

Analysis of relevance was first and foremost in relation to the situation and needs in Lebanon and with a focus on the 17 projects which were initiated or in hard pipeline during this CPD period.

Analysis of effectiveness was focussed on the results obtained by the projects which were either closed during the evaluation period and subject to terminal evaluations or other final reports, or still on-going but had been the subjects of a mid-term evaluation. All the analysed projects had been carried over from the previous CPD period.

Analysis of efficiency was based on the manner in which the Programme Team utilized the resources available to the Programme.

Analysis of sustainability relied on the responses received from Project Managers to the questionnaire as well as consultations with key stakeholders.

## **2.5 Limitations of the methodology**

No major limitations were encountered by the evaluation although the usual constraint of time did pose some challenges. However, these were overcome with the help of UNDP, and did not constitute limitations on the evaluation.

Among the potential risks to the evaluation, was the political situation in Lebanon and the possibility of changes brought about through changes in the political situation. However, this risk did not eventuate and changes in the political situation immediately preceding and during the evaluation were positive.

## **2.6 Scope of this report**

This report starts with a background section which describes the situation in Lebanon around 2016 at the time when the E&E Programme was being designed. This is followed by this section describing the evaluation approach and methodology. Section 3 presents the findings in a factual manner and this is followed by section 4 which contains the analysis of the findings and leads to conclusions. The final two sections present recommendations and lessons that have emerged during the evaluation.



## 3 FINDINGS

### 3.1 The Energy and Environment Programme

#### 3.1.1 Programme design and the Strategic Results Framework

There is no programme document for the Energy and Environment Programme and the only image of the programme design is as represented in the SRF as in Table 2 in Section 1.3 above and in Annex 2b which are from the CPD. As commented above, the SRF is somewhat confusing as it seems to lack the usual logical relationship between the different elements of a SRF. In an attempt to clarify the relationship between the levels of the SRF, the Team advised that the following is the structure that has been used for implementation purposes.

**Table 3 Strategic Results Framework for CPD Priority Area 4 according to the E&E Programme Team**

OUTCOMES <sup>10</sup>	OUTPUTS	INDICATORS
<b>1</b> Tons of CO <sub>2</sub> eq emissions (or equivalent) reduced in the industrial and commercial sectors.  <i>Baseline: 0 tons of CO<sub>2</sub> eq</i> <i>Targets: 9,600 tons of CO<sub>2</sub> eq</i>	<b>4.1</b> Low emission climate resilient actions initiated	<b>4.1.1</b> Amount of energy saved from the implementation of decentralised and/or small-scale mitigation projects  <i>Baseline: 0.10 megawatts</i> <i>Target: 5.67 megawatts</i>
<b>2</b> Number of adaptation to climate change projects developed and initiated in various sectors.  <i>Baseline: 5</i> <i>Target: 2</i>		<b>4.1.2</b> Number of mitigation and adaptation awareness raising and capacity building actions taken  <i>Baseline: 20</i> <i>Target: 60</i>
<b>3</b> Number of national development plans and processes integrating: biodiversity, renewable energy, energy efficiency, sustainable consumption and production, climate change, sound chemical management, sustainable consumption & production and ecosystem services values.  <i>Baseline: 3</i> <i>Target: 6</i>	<b>4.2</b> National Environmental Management Strengthened	<b>4.2.1</b> Number of environmental initiatives implemented in productive sectors  <i>Baseline: 1</i> <i>Target: 25</i>
		<b>4.2.2</b> Number of solid waste, water and waste water management initiatives implemented  <i>Baseline: 2</i> <i>Target: 10</i>
		<b>4.2.3</b> Volume (tons) of Ozone Depleting Substances released  <i>Baseline: 66.15 ODP tons</i> <i>Target: 36.78 ODP tons</i>

According to the Team, the design is a compromise which satisfies UNDP corporate requirements, but at the same time reflects the identified needs on the ground and allows enough flexibility to be able to respond to emerging and continuing needs. The Team reported that it was not an easy task to design the programme in a comprehensive yet strategic way that would encompass the identified needs at the country level while linking directly with UNSF Outcome 3.3 and accommodating the uncertainty of funding support.

Whichever way it is looked at, the resulting CPD design for Priority Area 4 has some significant flaws, and these are noted in the following table.

<sup>10</sup> In effect, these are not Outcomes but three Indicators from the UNSF SRF for Outcome 3.3. Changes in terminology crept in during exchanges between the CO and UNDP HQ.

**Table 4 Critique of the relationship between the elements of the UNSF and the CPD**

UNSF OUTCOME INDICATOR	EVALUATOR COMMENT	CPD OUTPUT	EVALUATOR COMMENT	CPD INDICATOR	EVALUATOR COMMENT
<b>3.3.3</b> Tons of CO <sub>2</sub> eq emissions (or equivalent) reduced in the industrial and commercial sectors.  Baseline: 0 tons CO <sub>2</sub> eq  Target: 9,600 tons CO <sub>2</sub> eq	This is a very clear and simple indicator with a clear zero baseline and specific numerical target	<b>4.1</b> Low emission climate resilient actions initiated	This is not an output but an activity and it is broader than the indicators although it is relevant to them	4.1.1 Amount of energy saved from implementation of decentralized and/or small-scale mitigation projects	Energy saved can be seen as a reduction in CO <sub>2</sub> emissions. However, neither the Output nor the UNSF Indicators sought energy savings
<b>3.3.6</b> Number of adaptation to climate change projects developed and initiated in various sectors.  Baseline: 5  Target: 2	This too is a clear indicator with numerical target. However, "adaptation to climate change" could be subject to different interpretations			4.1.2 Number of mitigation and adaptation awareness raising and capacity building actions taken	Possibly related but not directly relevant to reduced CO <sub>2</sub> emissions as sought by Indicator 3.3.3. Neither is mitigation or awareness raising directly relevant to Indicator 3.3.6 which sought actual climate change adaptation projects
<b>3.3.4</b> Number of national development plans and processes integrating: biodiversity, renewable energy, energy efficiency, sustainable consumption and production, climate change, sound chemical management, sustainable consumption & production and ecosystem services values.  Baseline: 3  Target: 6	As a result of its numerical target, this appears a reasonable indicator, however, it is so broad that it could have served as the one and only indicator. It is not meaningful	<b>4.2</b> National Environmental Management Strengthened	This output has some relevance to the indicator but it is impossible to assess. It is totally non-specific – could cover anything, therefore meaningless as a target	4.2.1 Number of environmental initiatives implemented in productive sectors	So broad it is meaningless
				4.2.2 Number of solid waste, water and waste water initiatives implemented	No direct relevance to UNSF indicator. Possibly relevant to CPD Output
				4.2.3 Volume (tons) of Ozone Depleting substances released	No direct relevance to UNSF indicator. Possibly relevant to CPD Output

The Programme Team explained that these anomalies occurred as a result of the different timeframes used to draw up the UNSF and the CPD. However, the evaluator believes that this is an endemic difficulty faced by any programme team attempting to balance their deep knowledge of the needs of the country with the more broad-based UNSF that must take account of and reflect the perspectives of a number of UN agencies each with its own perceptions and priorities. As a result, the Programme scope and SRF is a compromise between the known country priorities and needs and the requirement to link effectively with the UNSF. In fact, the problem was identified before now – the Outcome Evaluation carried out in 2012<sup>11</sup> proposed that – *“The results framework structure should be significantly strengthened ..... Clearly articulated project outputs/outcomes linked to the three outcomes in the results matrix (in theory, each which would then become outputs in the matrix) would significantly strengthen the logical hierarchy.”*

The situation is exacerbated by the fact that UNDP projects do not start and finish within the UNSF timeframe and a large number of projects finish up being inherited from the previous UNSF (or UNDAF) and they may not sit well within the targets and boundaries of the new UNSF. Out of a portfolio of 36 projects, the current CPD has 19 projects which were carried over from the previous

<sup>11</sup> Caroline van der Sluys (2012) Energy and Environment Programme Outcome Evaluation, 2008-2012.

Country Programme<sup>12</sup>. At the time when these projects were designed, the relevant UNDAF<sup>13</sup> outcome was Outcome 5 - *By 2014, improved accessibility to management of natural resources and enhanced response to national and global environmental challenges*. This is significantly different from the present UNSF Outcome 3.3 *Lebanon has improved environmental governance* and represents a shift from a focus on natural resources and environmental sustainability to a broader and less precise focus.

### 3.1.2 The Programme objectives and targets

In the absence of a Programme Document, the E&E Programme objectives are unclear. The UNDP Lebanon website<sup>14</sup> states that *“The Environment and Energy (E&E) Programme works closely with the Government of Lebanon to provide policy support for more effective environment and energy management. The programme also works with local communities and civil sector organisations to improve livelihoods through improved natural resource management. Our aim is to move Lebanon towards achieving the Sustainable Development Goals (SDGs) more specifically Goal 7 on environmental sustainability.”* This may be an indication of the Programme objectives and targets but it is not explicit.

The CPD narrative refers to the analysis carried out and the conclusion reached that what is required is a combination of a *“short-term crisis response with long-term initiatives that fall under the umbrella of the new sustainable development agenda”*. More specifically, for the environment and energy thematic area, the objective is seen as *“to halt the environmental degradation that has been exacerbated by the crisis and negatively influenced Lebanon’s chances of securing long-term sustainable development.”*

However, the Programme also takes its cue from the UNSF 2017-2020 Core Priority 3: *Lebanon reduces poverty and promotes sustainable development while addressing immediate needs in a human rights/ gender-sensitive manner*. Under this priority area, the Programme is meant to contribute to Outcome 3.3 which strives for the broad objective of – *Lebanon has adopted measures to improve environmental governance*.

### 3.1.3 The projects portfolio

Forming the foundation of the delivery mechanism working towards Outcome 3.3 and the scope for this evaluation, are the projects and other interventions implemented by the Energy and Environment Programme. Table 5 below represents the full list of projects, the major implementing partner, the UNSF and CPD Indicators they are meant to contribute to, and the project status.

**Table 5 Project portfolio and some relevant details**

Project (with Output ID)		Major Partner	UNSF Indicator	CPD Indicator	Status
40894	Institutional Support To The Ministry Of Environment, Phase I (ISMOE I)	MoE	3.3.6	4.2.1 4.2.2	Jan 10 – Dec 18 Carried over, closed
81853	HCFC Phase out Management Plan – Stage 1 (HPMP I)	MoE	3.3.6	4.2.3	Mar 12 – Feb 18 Carried over, closed
82292	Lebanon’s Low Emission Capacity Building project (LECB)	MoE	3.3.3	4.1.2	Jan 12 – Dec 18 Carried over, closed
86064	Small Decentralized RE Power Generation (DREG)	MoEW	3.3.3	4.1.1 4.1.2	Jan 14 – Dec 18 Carried over, closed
83213	Sustainable Oil and Gas Development in Lebanon (SODEL)	MoEW	3.3.6	4.2.1	Sep 12 – Jun 18 Carried over, closed

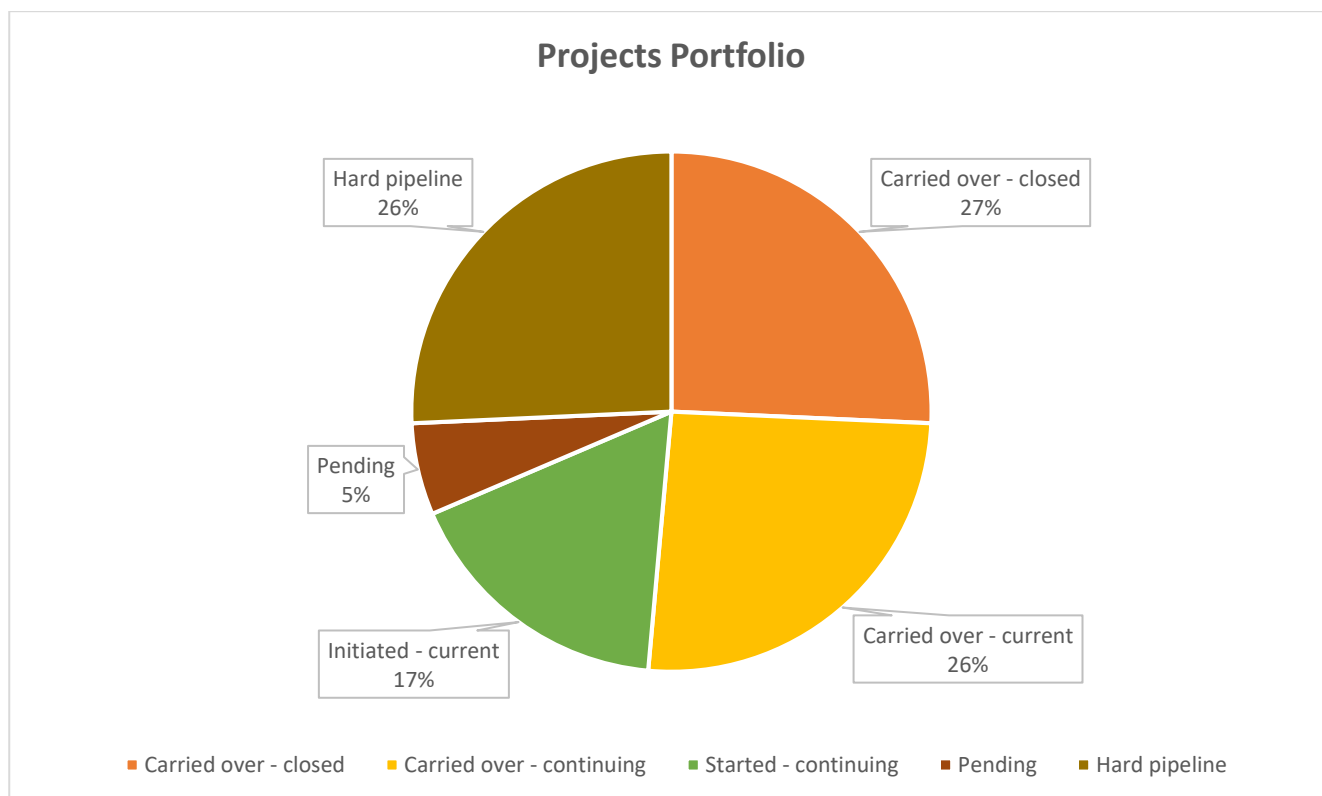
<sup>12</sup> UNDP (2009) Country Programme Document for Lebanon, 2010-2014.

<sup>13</sup> United Nations (2009) Development Assistance Framework (UNDAF), Lebanon, 2010-2014

<sup>14</sup> <http://www.lb.undp.org/content/lebanon/en/home/environmental-governance.html>

87030	Machrek Energy Development – Solar (MED-Solar)	MoEW	3.3.3	4.1.1	Jan 13 – Dec 17 Carried over, closed
83622	The Rehabilitation of Saida Dumpsite (Saida)	MoE	3.3.6	4.2.2	Oct 12 – Dec 16 Carried over, closed
88302	Country Energy Efficiency and Renewable Energy Demonstration Project for the Recovery of Lebanon (CEDRO IV)	MoEW	3.3.3	4.1.1 4.1.2	Jan 14 – Aug 18 Carried over, closed
92814	The Rehabilitation of Ghazze Dumpsite (SW Ghazze)	MoE	3.3.6	4.2.2	Oct 16 – Feb 18 Carried over, closed
102643	Project preparation grant for the "Land degradation neutrality of mountain landscapes in Lebanon" (LDN PPG)	MoE	3.3.6	4.2.1 4.2.2	Jan 17 – Apr 18 Carried over, closed
74096	Lebanese Centre for Water Conservation and Management (LCWMC)	MoEW	3.3.6	4.2.2	May 10 – Dec 19 Carried over, current
76489	Integrated Solid Waste Management in Baalbek (SW Baalbeck)	MoE	3.3.6	4.2.2	Oct 10 – Dec 20 Carried over, current
88194	Increasing Access to Water in Host-Communities (WASH) Including Sahel Akkar (84708)	MoEW	3.3.6	4.2.2	May 14 – Aug 21 Carried over, current
89320	Lebanon Environmental Pollution Abatement Project (LEPAP)	MoE	3.3.6	4.2.1	Jan 14 – Dec 20 Carried over, current
90039	Energy and Waste Solutions	MoEW MoE	3.3.3 3.3.6	4.1.1 4.1.2 4.2.2	Jun 14 – Mar 20 Carried over, current
90788	Sustainable land management in the Qaraoun Catchment (SLMQ)	MoE	3.3.6	4.2.1	Jan 15 – Jul 21 Carried over, current
99004	Lebanon's Second Biennial Update Report (BUR II)	MoE	3.3.3	4.1.2	Jul 16 – Jun 19 Carried over, current
100473	HCFC Phase Out Management Plan - Stage II (HPMP II)	MoE	3.3.6	4.2.3	Jul 16 – Dec 25 Carried over, current
90807	Engagement Facility - Lebanon Crisis Response Plan	MoE	3.3.6	4.2.2	Jun 14 – Dec 19 (2016-2017 for E&E) Carried over, current
77655	Institutional Strengthening on the Montreal Protocol - Phase X (IS X)	MoE	3.3.6	4.2.3	Jun 17 - Jun 19 Initiated, current
102171	Institutional Strengthening of the Min. Environment, Phase II (ISMOE II)	MoE	3.3.6	4.2.1 4.2.2	Jan 17 – Dec 21 Initiated, current
108119	Nationally Determined Contribution Support Programme (NDSCP)	MoE	3.3.3	4.1.2	Jan 18 – Dec 19 Initiated, current
106963	Technical Support to Produce Sixth National Report to the CBD (6NR - Mixed Regions)	MoE	3.3.6	4.2.1	Nov 17 – Nov 19 Initiated, current
110505	Kigali Cooling Efficiency Programme - W1 and W2 (KCEP)	MoE	3.3.6	4.2.3	Jun 18 – Jun 21 Initiated, current
110507	Implementing Enabling Activities for the ratification of the Kigali Amendment (Kigali EA)	MoE	3.3.6	4.2.3	Jun 18 – Jun 21 Initiated, current
102170	Land degradation neutrality of mountain landscapes in Lebanon (LDN Mountains)	MoE	3.3.6	4.2.1 4.2.2	Pending signature
110472	Lebanon's Fourth National Communication and Third Biennial Update Report under the UNFCCC (4NC BUR3)	MoE	3.3.3	4.1.2	Pending signature
107248	Establishing Lebanon's Transparency Framework (CBIT)	MoE	3.3.3	4.1.2	Hard Pipeline
90039	Social Stabilization through Integrated Solid Waste Management in Vulnerable Communities (SW N Baalbeck)	MoE	3.3.6	4.2.2	Hard Pipeline
111469	STEPping up Nature Reserves Capacity (STEP4Nature)	MoE	3.3.6	4.2.1	Hard Pipeline
90039	Sustainable Energy for Security: Interventions for the Lebanese Armed Forces along the North-eastern Lebanese border (Energy for Security – LAF)	Army/ MoD	3.3.3	4.1.1	Hard Pipeline
107249	Environmental Rehabilitation through the enhancement Of Integrated waste management (EROI – SW Zahle)	MoE	3.3.6	4.2.2	Hard Pipeline
110477	Qaraoun Depollution Programme in Lebanon (QaDePro)	MoE	3.3.6	4.2.1	Hard Pipeline
107244	Increasing Access to Water in Host-Communities (WASH-KfW 4.2)	MoEW	3.3.6	4.2.2	Hard Pipeline
107250	National Adaptation Plan Support Programme for Lebanon (NAP GCF)	MoE	3.3.3	4.1.2	Hard Pipeline
102122	Implementing the Nagoya Protocol on Access and Benefit Sharing in Lebanon (ABS)	MoE	3.3.6	4.2.1	Hard Pipeline

The figure below illustrates the comparative composition of the portfolio.



**Figure 2 Classification of projects by status**

The portfolio comprises 36 projects. Of these, 19 projects were carried over from the previous CPD period with ten having since been closed and nine still continuing. Some of the projects that have been carried over have been through a number of phases according to the PMs' Questionnaire (see Annex 6b) and are still continuing. The projects ran/will run for variable lengths of time, not always finishing within the original allocated time. Nine projects have been granted extensions ranging from 3 months to a full 48 months.

Six new projects have been initiated in this CPD period and all are still under implementation. In addition, two projects are pending signatures and are expected to start implementation soon. There are also another nine projects in a hard pipeline and some of these may be initiated during this CPD period.

### 3.1.4 Programme resources

Programme and project resources comprise the inputs required to carry out the programme tasks. They include people, equipment, facilities, funding, knowledge and time. Key resources are discussed in section 3.4 below which assesses the extent to which resources have been converted into results.

## 3.2 Programme relevance

Programme relevance is assessed at three levels<sup>15</sup>. Firstly, it is assessed for relevance to the Government and people of Lebanon reflecting national needs and priorities; secondly, relevance to

<sup>15</sup> UNDP Independent Evaluation Office (2019) UNDP Evaluation Guidelines

UNDP and its corporate commitments; and, finally relevance to the Targets and Indicators set by the CPD Priority Area 4 and UNSF Outcome 3.3.

It also needs to be noted that this assessment of relevance is restricted to the 17 projects that have either been initiated, or are pending or are in the hard pipeline since the commencement of this CPD period. In other words, the 19 projects which have been carried over from the previous CPD period cannot be assessed for relevance to something which was designed after they had already started implementation.

### 3.2.1 Relevance to the Government and people of Lebanon

Drafting of the UNSF and the CPD was carried out in or around 2016 following a thorough assessment of the situation in Lebanon and they reflect the identified needs. Although this Common Country Assessment (CCA) was not published on this occasion because of the prevailing situation, it still formed the basis for the UNSF and the CPD.

At the Programme level, the assessment is deeper than in the CCA and it arises from the Team's deep knowledge of the situation and their analysis of the country priorities, their close contact with various arms of the government system, the reports from Project Managers, and discussions with other stakeholders such as key NGOs.

The Programme initiated six projects, a further two are pending signature and due to start and there is a hard pipeline of nine projects. The following table lists the total 17 projects initiated or due to start within this CPD period, together with their objectives and brief descriptions, and then assesses their relevance to the Government and people of Lebanon as envisaged at the time of project formulation and since.

**Table 6 Relevance to Government and people of Lebanon of projects initiated, pending or in hard pipeline during the current CPD period**

PROJECT	OBJECTIVE AND PROJECT DESCRIPTION	EVALUATOR COMMENT ON RELEVANCE
<b>77655</b> Institutional Strengthening on the Montreal Protocol - Phase X (IS X)	Assist the Ministry of Environment in the effective and efficient phase out of ODS, the adoption/implementation of ODS legislation and regulation to control and monitor ODS consumption, monitoring procedures, and overseeing the projects and programmes specified in the country programme in order for the government to meet their commitments under the Montreal Protocol.	Satisfying commitment under international convention.  <b>Very relevant</b>
<b>102171</b> Institutional Strengthening of the Min. Environment, Phase II (ISMOE II)	Strengthening the MoE through institutional support, environmental policy development, and mainstreaming SDGs in local development planning and programming. Providing support to the MoE to pursue the environmental policy development, to assist in the planning and programming as well as to identify and assess technical needs at the national level to strengthening the MoE, including the setting up of an effective environmental monitoring system.	Responds to specific needs as assessed.  <b>Very relevant</b>
<b>108119</b> Nationally Determined Contribution Support Programme (NDSCP)	Mainstreaming gender in climate change plans and enhancing gender-responsiveness across sectors; developing incentives to improve the implementation of the NDC, both for the private and public sectors; finding the synergies between the SDGs and the NDC for an integrated approach of efforts. This new initiative falls under the umbrella of Lebanon's Low Emission Capacity Building that kicked off in 2013. An update of Lebanon's NDC will also be undertaken which is a requirement of the UNFCCC.	Government capacity building.  <b>Relevant</b>
<b>106963</b> Technical Support to Produce Sixth National Report to the CBD (6NR - Mixed Regions)	Provide technical support to Lebanon as a party to the Convention on Biological Diversity (CBD) to develop a high quality, gender-responsive and data-driven sixth national report that improves national decision-making processes for the implementation of NBSAPs; reports on progress towards achieving the Aichi Biodiversity Targets; and, informs both the fifth Global Biodiversity Outlook (GBO5) and the Global Biodiversity Strategy of 2021-2030.	Satisfying commitment under international convention.  <b>Very relevant</b>
<b>110505</b> Kigali Cooling Efficiency Programme - W1 and W2 (KCEP)	Supporting the government of Lebanon to start incorporating energy efficiency management plans into their official HCFC and HFC management plan and to put in place the policies, standards and programmes to increase the market penetration of high-efficiency technologies.	Satisfying commitment under international convention.  <b>Very relevant</b>



<b>110507</b> Implementing Enabling Activities for the ratification of the Kigali Amendment (Kigali EA)	Support the Government of Lebanon to undertake the early ratification of the Kigali Amendment to the Montreal Protocol including the development of an overall national policy framework for addressing HFCs phase-down plan and strengthening coordination mechanisms.	Satisfying commitment under international convention.  Very relevant
<b>102643</b> Land degradation neutrality of mountain landscapes in Lebanon (LDN Mountains)	Land degradation neutrality in mountain lands by rehabilitating degraded land and preventing further degradation. Rehabilitation practices will be tested for technical effectiveness, cost-effectiveness and benefits in the agriculture, mountain pastures and forestry sectors, the quarrying sector, and the eco-tourism and outdoor recreation sectors. Prevention will be achieved through comprehensive land use planning and the monitoring for compliance with set conditions and their enforcement.	Addresses existing land use problems.  Relevant
<b>110472</b> Lebanon's Fourth National Communication and Third Biennial Update Report under the UNFCCC (4NC BUR3)	Assist the Government with the enabling activities necessary to undertake the Third Biennial Update Reporting (3BUR) and the Fourth National Communication (4NC) to the UNFCCC and submit them to the Conference of the Parties in accordance with the guidance provided by the UNFCCC (Decision 1/CP.16 and Decision1/CP.17). The project will enable the Government to enhance available emission data, performing targeted research, and strengthening technical capacity and institutions to address both mitigation and adaptation. It will also allow the country to strengthen the existing institutional arrangements and support the long-term targets aimed at addressing the impacts of climate change.	Satisfying commitment under international convention.  Very relevant
<b>107248</b> Establishing Lebanon's Transparency Framework (CBIT)	The Capacity-Building Initiative for Transparency (CBIT) will play a crucial role in assisting Lebanon to establish a robust MRV system that entails sustainable governance structures, enhanced mechanisms for data collection and improvement of institutional capacities. The project will allow Lebanon to establish a national transparency framework to enhance implementation and abide by the transparency provisions of the Paris Agreement. The specific outcomes to implement this objective aim at establishing a national transparency framework in line with national priorities, enabling national institutions to implement transparency-related activities, improving capacities to track emissions and action and enhancing South-South cooperation.	Government capacity building.  Moderately relevant
<b>90039</b> Social Stabilization through Integrated Solid Waste Management in Vulnerable Communities (SW N Baalbek)	The project targets Baalbek region, where there is a population of around 227,000 of which 41% are living below the poverty line. In addition, Baalbek region hosts 119,447 registered Syrian refugees. Even though proper waste management still does not exist in targeted communities, local stakeholders have strong willingness to implement it and have formed a consortium of municipalities and submitted a project proposal on the late stages of the SWM hierarchy to the Ministry of Environment while securing the land for sanitary landfills and sorting facility. To support the implementation of integrated solid waste management of these communities, the project will 1) establish material recovery facility and 2) raise awareness on Integrated solid waste management in the communities of North Baalbek.	Addresses existing waste management problem as well as the impact of the Syrian refugees crisis  Very relevant
<b>111469</b> STEPping up Nature Reserves Capacity (STEP4Nature)	This project aims to improve the resilience of nature reserves in Lebanon as articulated in MOE's 2016 National Biodiversity Strategy and Action Plan. Enhancement of the Lebanese natural capital through the strengthening of the institutional network and the creation of instruments for the active conservation of protected areas. The project will specifically contribute to the enhancement and improvement of nature reserves in Lebanon and will subsequently have positive effects from an institutional, socio-economic and technical perspective. These activities will also promote alternative sustainable income-generating activities for local populations residing near or within NRs while involving Italian Centres of Excellences in the sector. The project will achieve its development objective through 3 interrelated outputs. Each output will include capacity building activities that would strengthen and ensure the sustainability of the programme.	Implementation of the NBSAP, plus livelihoods  Very relevant
<b>90039</b> Sustainable Energy for Security: Interventions for the Lebanese Armed Forces along the North-eastern Lebanese border (Energy for Security – LAF)	The Specific Objectives of this action is to promote security of border communities and to strengthen the logistic and thus strategic readiness for LAF at the North Eastern borders through the operationalisation of the LAF Sustainable Energy Strategy. The use of sustainable energy systems will enhance the security of both the Lebanese borders community and of the Lebanese Armed Forces personnel by increasing the level of comfort of Lebanese army personnel in remote border areas to levels that are acceptable, which in turn will ensure better combat readiness and ability.	Increases the use of sustainable energy  Relevant
<b>107249</b> Environmental Rehabilitation through the enhancement Of Integrated waste management (EROI – SW Zahle)	The project aims at providing additional institutional support to both the Ministry of Environment (MoE), responsible for solid waste management at the national level, and to the Municipality of Zahlé to expand, better manage, and support in solid waste management in the Bekaa region. Moreover, the project targets to close / rehabilitate dumpsites in the vicinity of the Zahlé landfill given that this facility exists as a viable alternative for open dumping. The dumpsites, proposed for closure/rehabilitation, are in proximity to one another to ensure that any treatment of the waste or transport is efficiently done.	Addresses existing waste management problem  Relevant
<b>110477</b> Qaraoun Depollution Programme in Lebanon (QaDePro)	The project development objective is to put the Litani River on a sustainable path through the improved environmental governance in the sectors of solid waste, industrial waste and agriculture.	Addressing major pollution problem  Very relevant
<b>107244</b> Increasing Access to Water in Host-Communities (WASH-KfW 4.2)	The project objectives are the rehabilitation of irrigation canals and construction of hill lakes or irrigation water collection ponds so as to increase irrigation water supply for agriculture. Jobs will be created using the cash for work programme which will therefore improve the living conditions of both the Lebanese host communities and the Syrian refugees.	Focus on water management and the impact of the Syrian refugees crisis

		Very relevant
<b>107250</b> National Adaptation Plan Support Programme for Lebanon (NAP GCF)	The NAP support programme in Lebanon will focus on two main outcomes: 1) Increased institutional coordination and capacity for the NAP process; 2) Improved water resource supply and use in urban areas. These two main outcomes envision a set of specific activities that address each of the identified barriers and gaps that will ultimately facilitate the development and implementation of CCA activities in Lebanon.	Satisfying commitment under international convention.  Very relevant
<b>102122</b> Implementing the Nagoya Protocol on Access and Benefit Sharing in Lebanon (ABS)	The project aims to strengthen the conservation and sustainable use of biological and genetic resources in Lebanon through developing the national framework and enabling environment for the implementation of the Convention on Biological Diversity (CBD) Nagoya Protocol on Access and Benefit Sharing (ABS). It will support the Ministry of Environment and other stakeholders to meet the country's legal obligations under the CBD and the Protocol, via two components: the national ABS framework, and relevant knowledge and capacity to implement the framework.	Satisfying commitment under international convention.  Very relevant

A full 70% of the projects are considered Very Relevant and 23% are Relevant. Only one project is seen as Moderately Relevant.

The projects in the portfolio rightly take their cue from the situation existing at the time, and reflect known government strategies and plans as well as international obligations. Of the Project Managers that responded to the related question in the Questionnaire (see Annex 6b), four appeared confused by the question. A further four saw their project contributing to the NREAP – the National Renewable Energy Action Plan. Other instruments mentioned included strategies/plans on Solid Waste and Water, and the Lebanon Crisis Response Plan.

A good measure of Lebanon's long term priorities are the SDGs (Sustainable Development Goals) and Project Managers, in their responses to the Questionnaire, overwhelmingly said that their respective projects contributed to Lebanon's progress towards the SDGs<sup>16</sup>.

It was ascertained during consultations with MoE and MoEW as well as CDR senior officials and others, that the contribution made by the E&E Programme is essential for a number of key aspects of the Government's work. It can be concluded that the Programme and its portfolio of projects reflect the situation on the ground, current or immediately past, and are highly relevant to the Government and people of Lebanon.

### 3.2.2 Relevance to UNDP

The UNDP Strategic Plan<sup>17</sup> current at the time of Programme design identified the following key areas of focus of interest to the Programme –

- (a) Effective maintenance and protection of natural capital
- (b) Sustainable access to energy and improved energy efficiency
- (c) Planning, policy frameworks and institutional capacities to substantially reinforce action on climate change
- (d) Assessment of key economic, social and environmental risks to the poor and excluded

Furthermore, UNDP has identified the following set of approaches that it sees as its Signature Solutions<sup>18</sup> –

- Keeping people out of POVERTY
- GOVERNANCE for peaceful, just, and inclusive societies
- Crisis prevention and increased RESILIENCE

<sup>16</sup> See <http://www.un.org.lb/english/sdgs-in-lebanon>

<sup>17</sup> Executive Board of the United Nations Development Programme, the United Nations Population Fund and UNOPS (2013) UNDP Strategic Plan, 2014-2017: Changing with the World

<sup>18</sup> See <https://www.undp.org/content/undp/en/home/about-us.html>



- ENVIRONMENT: nature-based solutions for development
- Clean, affordable ENERGY
- Women's empowerment and GENDER equality

The above have created the framework within which the E&E Programme could be designed and operated. By focussing the Key Areas and Signature Solutions it is possible to lead to seven thematic areas of direct interest to the E&E Programme. These are listed in the Table below together with an indicative matching of the 17 projects initiated during this CPD period.

**Table 7 Alignment of projects initiated within this CPD period with key thematic areas from the UNDP Strategic Plan and Signature Solutions**

THEMATIC AREAS	PROJECTS
ENERGY sustainable, efficient, clean, affordable	<b>90039</b> Sustainable Energy for Security: Interventions for the Lebanese Armed Forces along the North-eastern Lebanese border (Energy for Security – LAF)
CLIMATE CHANGE capacity, policy, planning	<b>110472</b> Lebanon's Fourth National Communication and Third Biennial Update Report under the UNFCCC (4NC BUR3)
	<b>107250</b> National Adaptation Plan Support Programme for Lebanon (NAP GCF)
POVERTY environmental risks to poor, livelihoods and employment	<b>107244</b> Increasing access to water in host communities (WASH)
	<b>90039</b> Social Stabilization through Integrated Solid Waste Management in Vulnerable Communities (SW N Baalbeck)
	<b>111469</b> STEPping up Nature Reserves Capacity (STEP4Nature)
ENVIRONMENT: nature-based solutions for development	<b>102170</b> LDN of mountain landscapes in Lebanon (LDN Mountains)
	<b>90039</b> Social Stabilization through Integrated Solid Waste Management in Vulnerable Communities (SW N Baalbeck)
	<b>107249</b> Environmental Rehabilitation through Integrated waste management (Zahle)
	<b>107244</b> Increasing access to water in host communities (WASH)
	<b>110477</b> Qaraoun Depollution Programme in Lebanon (QaDePro)
GENDER equity and women's empowerment	<b>108119</b> Nationally Determined Contribution Support Programme (NDCSP)
CBD management and protection of biodiversity	<b>106963</b> Technical support for 6th National Report to CBD
	<b>111469</b> STEPping up Nature Reserves Capacity (STEP4Nature)
	<b>102122</b> Nagoya Protocol on Access and Benefit Sharing in Lebanon (ABS)
Other thematic areas (ODS, institutional capacity, etc)	<b>77655</b> Institutional strengthening for Montreal Protocol (Phases IX-X)
	<b>102171</b> Institutional Support To The Ministry Of Environment (Phase II)
	<b>108119</b> Nationally Determined Contribution Support Programme (NCSP)
	<b>110505</b> Kigali Cooling Efficiency Programme – W1 and W2 (KCEP)
	<b>110507</b> Enabling Activities for Ratification of Kigali Amendment
	<b>107248</b> Establishing Lebanon's Transparency Framework (CBIT)

In the above table, the first five thematic areas arise from strategic UNDP documents whereas the Biodiversity, the Ozone and the institutional capacity thematic areas do not. It would seem that seven projects are not directly relevant to the current UNDP strategic priorities, however, 10 projects are. As such, the Programme can be considered as relevant to UNDP and its corporate commitments although slightly less than for the Government and people of Lebanon. This is also borne out by the slight majority of Project Managers (59%) who confirmed this when they asserted that their project design did take into account the UNDP commitments for gender equality, human rights and conflict sensitivity (Annex 6b) thus reiterating the Programme's relevance to UNDP.

### 3.2.3 Relevance to the CPD and the UNSF Outcome 3.3

The Programme addresses CPD Priority Area 4 with its focus on *improving environmental governance*. More specifically, it addresses the two CPD Outputs with five Indicators between them. The following table assesses the fit and relevance of the 17 projects that have been initiated or are in pipeline as they were assigned by the Programme Team to one or more CPD Indicators.

However, in assessing the relevance of the constituent projects to the Outputs and Indicators of the CPD, and through them to the three Indicators of the UNSF Outcome 3.3, the internal relevance and logic problems of the SRF became more noticeable. The table shows that some of the projects can be said to be relevant to the CPD Indicators and not to the UNSF, others are relevant to the UNSF and not to the CPD. Possible reasons for this discrepancy and the apparent problem with uniform relevance are discussed in section 4.2 below.

**Table 8 Relevance of the 17 newly initiated projects to the UNSF and the CPD Targets**

UNSF OUTCOME INDICATOR	CPD OUTPUT	CPD INDICATOR	NEW PROJECTS AS ASSIGNED BY PROGRAMME TEAM TO SPECIFIC CPD INDICATORS <sup>19</sup>	EVALUATOR COMMENT
<b>3.3.3</b> Tons of CO <sub>2</sub> eq emissions (or equivalent) reduced in the industrial and commercial sectors.  <b>Baseline:</b> 0 tons CO <sub>2</sub> eq <b>Target:</b> 9,600 tons CO <sub>2</sub> eq	4.1 Low emission climate resilient actions initiated	<b>4.1.1</b> Amount of energy saved from implementation of decentralized and/or small-scale mitigation projects  <b>Baseline:</b> 0.10 megawatts <b>Target:</b> 5.67 megawatts	<b>90039</b> Sustainable Energy for Security: Interventions for the Lebanese Armed Forces along the North-eastern Lebanese border (Energy for Security – LAF)	This project is not directly relevant to CPD Indicator 4.1.1 but it may contribute to the UNSF Indicator.  <b>Possibly relevant to UNSF.</b>  <b>No energy savings towards CPD Target of 5.67 MW</b>
<b>3.3.6</b> Number of adaptation to climate change projects developed and initiated in various sectors.  <b>Baseline:</b> 5 <b>Target:</b> 2		<b>4.1.2</b> Number of mitigation and adaptation awareness raising and capacity building actions taken  <b>Baseline:</b> 20 <b>Target:</b> 60	<b>108119</b> Nationally Determined Contribution Support Programme (NCSP) <b>110472</b> Lebanon's Fourth National Communication and Third Biennial Update Report under the UNFCCC (4NC BUR3) <b>107248</b> Establishing Lebanon's Transparency Framework (CBIT) <b>107250</b> National Adaptation Plan Support Programme for Lebanon (NAP GCF)	These 4 projects may contribute to the capacity and awareness sought by the CPD Indicator. However, they are not climate change adaptation projects as sought by the UNSF  <b>Maybe relevant to CPD but not so relevant to UNSF.</b>  <b>Unknown number of contributions to the CPD Target of 60</b>
<b>3.3.4</b> Number of national development plans and processes integrating: biodiversity, renewable energy, energy efficiency, sustainable consumption and production, climate change, sound chemical management, sustainable consumption & production and ecosystem services values.  <b>Baseline:</b> 3 <b>Target:</b> 6	4.2 National Environmental Management Strengthened	<b>4.2.1</b> Number of environmental initiatives implemented in productive sectors  <b>Baseline:</b> 1 <b>Target:</b> 25	<b>102171</b> Institutional Support To The Ministry Of Environment (Phase II) <b>106963</b> Technical support for 6th National Report to CBD <b>102170</b> LDN of mountain landscapes in Lebanon (LDN Mountains) <b>111469</b> STEPping up Nature Reserves Capacity (STEP4Nature) <b>110477</b> Qaraoun Depollution Programme in Lebanon (QaDePro) <b>102122</b> Nagoya Protocol on Access and Benefit Sharing in Lebanon (ABS)	Of the projects listed here, 3 can be linked to CPD Indicator 4.2.1, but 3 are of doubtful relevance. In terms of UNSF Indicator, 4 contribute maybe, but not the other 2.  <b>Overall, quite relevant to UNSF but only partly relevant to CPD.</b>  <b>3 out of CPD Target of 25</b>
		<b>4.2.2</b> Number of solid waste, water and waste water initiatives implemented  <b>Baseline:</b> 2 <b>Target:</b> 10	<b>102171</b> Institutional Support To The Ministry Of Environment (Phase II) <b>102170</b> LDN of mountain landscapes in Lebanon (LDN Mountains) <b>90039</b> Social Stabilization through Integrated Solid Waste Management in Vulnerable Communities (SW N Baalbeck) <b>107249</b> Environmental Rehabilitation through Integrated waste management (Zahle) <b>107244</b> Increasing access to water in host communities (WASH)	Of the 5 projects listed, 3 are directly relevant to the CPD Indicator but 2 are of very doubtful relevance. However, it is these 2 that are somewhat relevant to UNSF. This is not surprising considering the mismatch between the UNSF Indicator and the CPD Indicator 4.2.2.  <b>Overall, more relevant to CPD but not so relevant to UNSF.</b>  <b>3 out of CPD Target of 10</b>
		<b>4.2.3</b> Volume (tons) of Ozone Depleting	<b>77655</b> Institutional strengthening for Montreal Protocol (Phases IX-X) <b>110505</b> Kigali Cooling Efficiency Programme – W1 and W2 (KCEP)	All 3 projects are relevant to the CPD Indicator. However, not one of them is relevant to the UNSF Indicator due to

<sup>19</sup> Two projects are seen as contributing to two indicators.

		substances released  <b>Baseline:</b> 66.15 ODP tons <b>Target:</b> 36.78 ODP tons	<b>110507</b> Enabling Activities for Ratification of Kigali Amendment	mismatch between CPD and UNSF.  Very relevant to CPD but not relevant at all to UNSF.  Unknown reduction of ODP tons out of CPD Target of 29.37
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It is interesting to observe that 10 Project Managers (59%) identified correctly the CPD Output that their project contributed to. However, three PMs did not respond to the question and four provided an uncertain answer.

In conclusion it can be said that the Programme is highly relevant to the Government and people of Lebanon. It is also relevant to the UNDP corporate commitments. However, it is less relevant to the CPD and the UNSF Indicators and Targets while being slightly more relevant to the strategic approach of the CPD. This apparent inconsistency appears to be caused by the confused SRF.

### 3.3 Programme effectiveness

Effectiveness is a measure of the extent to which project targets have been achieved and it is best assessed when a project has been completed. This section is therefore based on the 10 projects that have finished<sup>20</sup> (all of which had been carried over from the previous CPD period) and that have been subjected to an evaluation.

#### 3.3.1 Effectiveness at project level

The ten projects in the table below, have been the subject of either a terminal report, a similar final report, or a mid-term evaluation and the assessment below is based solely on the conclusions reached in the respective evaluations.

**Table 9 Projects that have been closed and evaluated for effectiveness<sup>21</sup>**

PROJECTS EVALUATED (all carried over)	EVALUATOR COMMENTS ON DELIVERY AND EFFECTIVENESS
<b>40894</b> Institutional Support To The Ministry Of Environment, Phase I (ISMOE I)	The final evaluation <sup>22</sup> of the first phase of the project has concluded that the project scores well on specificity, qualitative measurability and relevancy. It scores less well on achievability and time boundedness. In terms of delivery, three out of nine targets are seen as completed while six are noted as still on-going. Effectiveness is rated on average as <b>Moderately Satisfactory</b> .
<b>81853</b> HCFC Phase out Management Plan – Stage 1 (HPMP I)	The Stage 1 Final Report <sup>23</sup> concluded that the project resulted in net sustainable reductions of 20.03 ODP tonnes in HCFC consumption by 2015, contributing to Lebanon's compliance with the 2013 and 2015 control targets for HCFCs. In addition, the project has resulted in net CO <sub>2</sub> -equivalent emission reductions of about 0.66 million tonnes annually from 2015. This is a very <b>good level of Effectiveness</b> .

<sup>20</sup> There is one exception – the SLMQ project is still on-going but it has been subjected to a Mid-Term Review and is included here.

<sup>21</sup> The Machrek Energy Development – Solar (MED-Solar) Project (ID 87030) has been closed and has been evaluated, however, the evaluation is not available.

<sup>22</sup> Sherif Arif (2016) The Institutional Strengthening of the Ministry of the Environment (ISMOE): An Independent Evaluation.

<sup>23</sup> Anon (2017) Final Report: HCFC Phase out Management Plan (HPMP) Stage-I for Compliance with the 2013 and 2015 control targets for Annex-C, Group-1 substances in Lebanon.

<b>82292</b> Lebanon's Low Emission Capacity Building project (LECB)	This project was part of a global initiative and the assessment in the Mid Term Evaluation <sup>24</sup> was not specific to Lebanon. The MTR reached the generic conclusion that the project is <b>Generally Effective</b> , but with a significant need for more emphasis on tackling the hard issues of private sector engaging and financing – and a need to more carefully manage ambition and focus efforts. These concerns apply equally to the global and national levels.
<b>86064</b> Small Decentralized RE Power Generation (DREG)	The Terminal Evaluation <sup>25</sup> found that the project successfully delivered when it comes to the establishment of demonstration DREG projects and the establishment of further DREG projects as replication projects at the end of the DREG project. However, the project could not promote RE technologies other than solar PV. The <b>Effectiveness of the project is rated as Satisfactory</b> .
<b>83213</b> Sustainable Oil and Gas Development in Lebanon (SODEL)	The Final Report <sup>26</sup> indicates that 11 out of 12 tasks were fully completed and targets were reached successfully. The other task was 76% completed. It can be concluded that the <b>project effectiveness is Satisfactory</b> .
<b>92814</b> The Rehabilitation of Ghazzeah Dumpsite (SW Ghazzeah)	The brief Final Report <sup>27</sup> concluded that all activities scheduled for the Lebanon component have been completed and the targeted results have been delivered. The project can be said to have been <b>Very Effective</b> .
<b>90788</b> Sustainable Land Management in the Qaraoun Catchment (SLMQ)	This project is still on-going but a Mid-Term Review <sup>28</sup> has been conducted and it concluded that the overall progress towards outcomes and targets has been Moderately Satisfactory. However, it also concluded that three targets were not on track to be achieved by the end of the project. Effectiveness can be seen as <b>Moderately Satisfactory</b> .
<b>90039</b> Support to economic recovery, community security and social cohesion in Lebanese communities affected by the Syrian crisis (LHSP) – Energy Component	The Final Report <sup>29</sup> of this broad-based project has a focus on aspects that were not targeted by the six UNDP components. However, for all six, the Project Manager is of the opinion that all targets have been reached and the results delivered. The project is seen as <b>Very Effective</b> .
<b>83622</b> The Rehabilitation of Saida Dumpsite (Saida)	The Final Report <sup>30</sup> lists the Targets of the project as: 1) Provide the Municipality of Saida with a large green area of around 10ha; 2) Replace open dumpsite with an engineered sanitary landfill; 3) Reduce the volume by half through sorting and lab-testing; 4) Provide the people of Saida with a clean and green environment. All these targets have been met fully and the project has been <b>Very Effective</b> .
<b>88302</b> Country Energy Efficiency and Renewable Energy Demonstration Project for the Recovery of Lebanon (CEDRO IV)	The Final Report <sup>31</sup> states that by the end of the project all targets had been completed and some had been exceeded. The project has been <b>Very Effective</b> .

From the table above, the project components of the E&E Programme are seen as very effective in delivering on their internal Targets at project level.

It is also interesting to note that 88% of Project Managers of closed and on-going projects believe that their project has reached or will reach its outcomes and targets, while the other 12% believe it is probable. As tallied in Annex 6b, Project Managers also feel that their projects make a positive contribution to capacity development (76%), to countering climate change impacts (70%), to sustainable land management (35%), and to biodiversity protection (18% directly and 35% indirectly). On the other hand, projects' effectiveness at the community level is not seen as very high (47%) and it is even lower for gender equality and empowerment of women (29%).

<sup>24</sup> Kris Prasada Rao, Bjørn Bauer and Lasse Twiggs Degn (2015) Mid---Term Evaluation of the Low Emission Capacity Building (LECB) Programme Volume 1: Evaluation Report.

<sup>25</sup> Dinesh Aggarwal (2018) Terminal Evaluation Report: "Small Decentralized Renewable Energy Generation (DREG)" Project, Lebanon.

<sup>26</sup> Anon (2018) Sustainable Oil and Gas Development in Lebanon (SODEL): Final Report.

<sup>27</sup> Anon (2017) Enhanced resilience of host communities in Jordan and Lebanon for service delivery: Final Report.

<sup>28</sup> Nicolas Tye (2018) Sustainable Land Management in the Qaraoun Catchment, Lebanon: Mid-Term Review.

<sup>29</sup> Antoine Mansour, Jean Dib Haj (2018) Final Evaluation Report: Lebanon Host Communities Support Project (LHSP) 2015-2017.

<sup>30</sup> United Nations Development Programme (UNDP), Ministry of the Environment (MoE), and the Municipality of Saida (2016) The Rehabilitation of Saida Dumpsite.

<sup>31</sup> Anon (2018) CEDRO IV Final Report, as available to Evaluator. An independent terminal evaluation is due to start at the time of writing.

### 3.3.2 Effectiveness according to the Outcome indicators and targets

Another way of looking at effectiveness is to assess project delivery of results towards the indicators and targets of the UNSF Outcome 3.3 and CPD Priority Area 4. The Programme Team has assigned each project in the portfolio to one or more Indicator/Target and this is used for the quarterly monitoring of progress. For the purpose of this evaluation, only those projects which have closed are assessed for their final effectiveness, and these all happen to be projects that have been carried over. Some projects are listed more than once since they are deemed to have contributed to more than one UNSF/CPD Target. Terminal evaluations, similar end-of-project reports and one MTR as in the table above are the main sources of information for this assessment.

**Table 10 Effectiveness of the 10 closed projects in delivering towards the UNSF and the CPD Targets**

UNSF OUTCOME INDICATOR	CPD OUTPUT	CPD INDICATOR	CLOSED AND EVALUATED PROJECTS AS ASSIGNED BY PROGRAMME TEAM TO SPECIFIC CPD INDICATORS <sup>32</sup>	EVALUATOR COMMENT
<b>3.3.3</b> Tons of CO <sub>2</sub> eq emissions (or equivalent) reduced in the industrial and commercial sectors.  <b>Baseline:</b> 0 tons CO <sub>2</sub> eq <b>Target:</b> 9,600 tons CO <sub>2</sub> eq	<b>4.1</b> Low emission climate resilient actions initiated	<b>4.1.1</b> Amount of energy saved from implementation of decentralized and/or small-scale mitigation projects  <b>Baseline:</b> 0.10 megawatts <b>Target:</b> 5.67 megawatts	86064 Small Decentralized RE Power Generation (DREG)  88302 Country Energy Efficiency and Renewable Energy Demonstration Project for the Recovery of Lebanon (CEDRO IV)	Expected delivery of 37,682 tons CO <sub>2</sub> eq over 20-year life or 1,884 tons CO <sub>2</sub> eq annually. This is a reasonable contribution to the UNSF Target 3.3.3. Also 2.463MW capacity installed towards CPD Target.  Estimated installed capacity of alternative and renewable is 2.6623MW. This is a significant contribution to CPD Target. Contribution of 8 initiatives to UNSF Target 3.3.6.
		<b>4.1.2</b> Number of mitigation and adaptation awareness raising and capacity building actions taken  <b>Baseline:</b> 20 <b>Target:</b> 60	82292 Lebanon's Low Emission Capacity Building project (LECB)  86064 Small Decentralized RE Power Generation (DREG)	The project was multi-national and the Evaluation does not focus on Lebanon. Assumed to have contributed to CPD Target and possibly to UNSF Target 3.3.6. An indirect contribution is also possible to UNSF Target 3.3.3  Capacity building and awareness raising activities carried out contributing to CPD Targets.
			88302 Country Energy Efficiency and Renewable Energy Demonstration Project for the Recovery of Lebanon (CEDRO IV)	Estimated 16 events raising awareness, workshops, etc, contributed to CPD Target.
<b>3.3.6</b> Number of adaptation to climate change projects developed and initiated in various sectors.  <b>Baseline:</b> 5 <b>Target:</b> 2				
<b>3.3.4</b> Number of national development plans and processes integrating: biodiversity, renewable energy, energy efficiency, sustainable consumption and production, climate change, sound chemical management, sustainable consumption & production and ecosystem services values.	<b>4.2</b> National Environmental Management Strengthened	<b>4.2.1</b> Number of environmental initiatives implemented in productive sectors  <b>Baseline:</b> 1 <b>Target:</b> 25	40894 Institutional Support To The Ministry Of Environment, Phase I (ISMOE I)	Project does not contribute environmental initiatives as sought in CPD Target. Supporting contribution to UNSF Target
			83213 Sustainable Oil and Gas Development in Lebanon (SODEL)	Project very effective in its level of delivery. Contributed 1 initiative as per CPD Target, however, it is probable that all other projects did as well! Contribution also to UNSF Target.
			90788 Sustainable Land Management in the Qaraoun Catchment (SLMQ)	Project still on-going but it does contribute 1 initiative to CPD. May also contribute to UNSF.
		<b>4.2.2</b> Number of solid waste, water and waste water initiatives implemented  <b>Baseline:</b> 2 <b>Target:</b> 10	40894 Institutional Support To The Ministry Of Environment, Phase I (ISMOE I)	Project does not contribute to CPD Target of initiatives implemented. May contribute to UNSF Target 3.3.4.
			83622 The Rehabilitation of Saida Dumpsite (Saida)	Contribution of 1 initiative to CPD Target. Possibly also contribution to UNSF Target
			92814 The Rehabilitation of Ghazze Dumpsite (SW Ghazze)	Contribution of 1 initiative to CPD Target. Possibly also contribution to UNSF Target
			90788 Sustainable Land Management in the Qaraoun Catchment (SLMQ)	Project still on-going - it does not contribute to CPD 4.2.2 but it does contribute to UNSF 3.3.4.

<sup>32</sup> Three projects are deemed as contributing to two indicators.



<b>Baseline: 3</b> <b>Target: 6</b>		<b>4.2.3</b> Volume (tons) of Ozone Depleting substances released  <b>Baseline: 66.15 ODP tons</b> <b>Target: 36.78 ODP tons</b>	81853 HCFC Phase out Management Plan – Stage 1 (HPMP I)	A net sustainable reduction of 20.03 ODP tons was achieved. This is a substantial contribution to the CPD Target. No contribution is seen towards the UNSF Target.
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The results recorded above are a mixed bunch. Contributions made by projects towards the CPD Targets do not always lead to similar gains towards the UNSF Targets and as discussed elsewhere and analysed in section 4.1 below, this is the result of the internal lack of logic and relevance between the CPD and the UNSF.

The following table, matches the achievements from the above table with the Targets and it can be concluded that the overall level of achievement and effectiveness is reasonable at the mid-term of this cycle.

**Table 11 Achievement of CPD and UNSF Targets**

TARGETS	ACHIEVEMENTS	COMMENT
<b>UNSF TARGETS</b>		
<b>3.3.3 Target:</b> 9,600 tons CO <sub>2</sub> eq	1,884 tons CO <sub>2</sub> eq annually + Others indirect possible	Still some way to go. May be reached when results of other projects are extrapolated
<b>3.3.6 Target:</b> 2 Adaptation to climate change projects	8 initiatives direct + others possible	Very good achievement
<b>3.3.4 Target:</b> 6 National development plans and processes	Various direct and indirect contributions	Likely to be achieved
<b>CPD TARGETS</b>		
<b>4.1.1 Target:</b> 5.67 megawatts saved	2.463MW + 2.6623MW capacity installed	Target virtually achieved
<b>4.1.2 Target:</b> 60 awareness raising and capacity building actions	16 events + Other activities carried out by most projects	Quite a long way to go, but most projects contribute
<b>4.2.1 Target:</b> 25 environmental initiatives	2 initiatives	Probably all other projects can be considered as well – they are all environmental initiatives
<b>4.2.2 Target:</b> 10 solid waste, water and waste water initiatives	2 initiatives	Quite a long way to go, but some projects known to be underway
<b>4.2.3 Target:</b> 29.37 tons of ODS reduced	A net sustainable reduction of 20.03 ODP tons achieved.	Very good progress

Considering that none of the above projects were designed specifically to deliver the indicators and targets of the current UNSF and CPD, the results show a surprisingly reasonable fit. This is the result of the painstaking effort by the Team to select the broadest and most inclusive wording for the CPD Outputs and Targets to allow existing projects to be accommodated (rather than the other way round). Whether this is justified or has been successful is discussed in section 4.3 below.

The overall level of effectiveness of closed and evaluated projects in the E&E Programme is Satisfactory at the project level, but somewhat less certain when assessed against the Targets of the CPD. However, if the Indicators from the UNSF are assumed as truly indicative of what the Outcome 3.3 aimed for, then the conclusion is that the Outcome is very likely to be achieved. Whether this assumption is correct, is also discussed in section 4.3 below.

### 3.4 Implementation efficiency

Efficiency is a measure of the extent and the competence through which resources have been converted into results.

### 3.4.1 Programme governance

The UNDP Country Office holds quarterly meetings for each of its programmes during which quarterly results are presented by the Team and discussed. Apart from the Programme Team, the meeting is attended by the Country Director/Resident Representative, the Assistant Resident Representative, the Head of Finance and the Head of Operations (usually the last two participants attend the first and last quarterly meetings or on a needs basis depending on what is needed) who are made aware and updated on the on-going work. During these meetings, all strategic programmatic issues are discussed, as are any delays in project delivery, political concerns or relationship issues with ministries, resource mobilisation efforts and challenges if any.

The Fourth Quarter report of each year for the Programme is usually a cumulative review of the whole year and is used for the narrative in the ROAR (Results Oriented Annual Report). In some cases, the ROAR may be prepared before the last quarter but it is still based on the review for each project throughout the year and includes the major outputs which are analysed at the programme level.

These meetings are considered as very useful by the Programme Team which is provided with necessary support by senior management. These meetings also serve to provide strategic direction for the Programme Team from senior management.

### 3.4.2 Personnel, expertise and knowledge sharing

The most valuable and tangible resources of the Programme are its personnel, those in the central office and those leading and managing UNDP projects and other initiatives. Also in this category are the implementation partners through whom UNDP achieves its results.

The central office serves as the hub for the Programme. This is where the Programme is designed, managed, coordinated and monitored. There is a staff of four – the Programme Manager, a Programme Associate, a Programme Assistant, and a Programme Support JPO. This immediate team is supported by the Country Office administration and support units such as Human Resources, Financial, Legal, etc.

The Programme office is small, very competent, highly committed and highly respected. Colleagues within the UNDP office speak highly of the Team's professionalism, exemplary performance, and excellent relationship with the rest of the office – as one colleague put it *"UNDP is proud of what E&E are doing and achieving on the ground"*. All 100% of Project Managers were very positive about the Programme Team and said they received the appropriate advice, guidance and support. The E&E Programme team is seen as *"one of the most professional of portfolios"*. When asked if they have a message to the Team, one private sector company manager simply said *"we are proud of you"*.

Project Managers are entrusted with the day to day implementation of the interventions through which UNDP achieves its targets, results and commitments. Their number varies with the varying number of projects under implementation and there are currently 10 project managers, some of whom have managed or are still managing more than one project. They are seen as highly skilled experts in their field and are respected by partners from the private sector as well as funding partners. One senior official from the MoE lamented the fact that when a project finishes, the Project Manager departs with his/her institutional memory and expertise.

UNDP rarely implements its own projects although it always provides substantial support. Implementation is entrusted to implementation partners, most often government agencies, but also

NGOs. In the case of the E&E Programme the main implementation partners are the Ministry of Environment (MoE) and the Ministry of Energy and Water (MoEW) – 75% and 19% respectively.

The MoE is the prime implementation partner for the E&E Programme. It is the environmental regulatory arm of the country, with a mandate which includes formulating laws, regulations, standards and guidelines, preparing environment policies and strategies, monitoring and ensuring water, air, and soil quality, providing environmental conditions for issuing permits and licenses for development projects, specifying protected areas (and sites) and developing criteria and guidelines for their management and implementing environmental projects in Lebanon. Like the rest of the Lebanese civil service, the MoE is currently experiencing significant budgetary constraints. The situation is described by staff as “*very difficult*” and “*chaotic*” and “*critical*” and in some cases UNDP is performing ministry core functions which is not ideal.

The Ministry of Energy and Water (MoEW) is another key partner for the UNDP E&E Programme. It is the Government body responsible for the energy and water sectors development in Lebanon. It consists of nine General Directorates, among which are “Electricité du Liban”, the Directorate of Hydraulic & Electric Resources, and the Directorate of Oil. MoEW also provides the context for the Lebanese Centre for Energy Conservation which arose from a UNDP project. MoEW is leading the development and operation of a number of initiatives and projects that are designed to reduce the country’s GHG emissions and promote the restructuring of the energy sector, which includes further development to the Energy Efficiency and Renewable Energy sectors. Consultations with officials of the MoEW brought up similar problems as in MoE – “*difficult situation politically and financially*” and “*thank God for UNDP*”.

Resident expertise in the cohort of personnel discussed above is supplemented by imported/purchased expertise at project level. UNDP applies its comparative advantage to seek and engage the expertise and know-how to help design, formulate, implement and evaluate its interventions and share widely the knowledge generated. This expertise is in the form of consultancies and similar contracts and is another resource which is used by the Programme (through its constituent projects) to achieve its targeted results. During 2017 and 2018, projects in the E&E Programme spent an average of 25% of their budget (over USD7 million) on expertise and knowledge sharing. However, for a large proportion of the projects it was significantly higher. Over 40% of projects spent between 90 and 100% of their budget on hiring consultants and disseminating knowledge gained.

The Team reported that while some consultancies and contracts did face problems, by far the greater majority ran smoothly and produced the targeted results.

It can be concluded that the valuable resource of personnel, expertise and knowledge has been used very efficiently by the Programme.

### **3.4.3 Financial resources**

Financial resources are among the most tangible (and measurable) inputs for UNDP work and expenditure is often used as a measure of delivery, overshadowing the more important results achieved. There is only a slight tendency for such an approach with the E&E Programme.

According to the UNSF SRF for Outcome 3.3, the indicative financial resources that UNDP was to contribute to the Outcome amounted to USD40 million. This was almost 50% of the combined contribution of nine UN agencies of USD82.6 million, and by far the largest.

This figure is improved further in the CPD where the resources allocated to Priority 4 are expected to be – nil from *Regular* sources (TRAC), USD44 million from *Other* sources, and USD10 million from the *Government* – a total expected allocation of USD54 million for the Programme over the four years between 2016 and 2020. To this must be added the financial resources carried over with the projects from the previous CPD period.



In effect, and according to the projects list provided by the Programme Team, the total value of the portfolio of 36 projects is currently just over USD63 million. This includes projects which were carried over from the previous country programme, projects that have closed during this CPD and projects which are still being implemented and which might extend into the next country programme. In addition, there is an estimated USD48 million in a hard pipeline of nine projects.

The Programme Team estimate the annual turnover to date for the projects portfolio during this CPD period to have been worth USD16.6 million in 2017 and USD11.1 million in 2018 as in the following table.

**Table 12 Project expenditure during 2017-18**

PROJECT	TOTAL PROJECT Expenditures 2017-2018
40894 Institutional Support To The Ministry Of Environment (Phase I)	1,118,497
74096 Lebanese Centre for Water Conservation and Management	4,010
76489 Solid Waste Management in Baalbek	531,139
81853 HCFC Phase out Management Plan (HPMP I)	205,365
82292 Low Emission Capacity Building (LECB)	251,896
86064 Small Decentralized RE Power Generation (DREG)	1,099,083
83213 Sustainable Oil and Gas Development in Lebanon (SODEL)	616,225
83622 The Rehabilitation of Saida Dumpsite (Saida SW)	111,972
87030 Machrek Energy Development – Solar	38,742
88302 Country Energy Development and RE Demonstration (CEDRO)	1,042,576
88194 Increasing access to water in host communities (WASH)	8,446,212
84708 Sahel Akkar DFID SLD	982,567
89320 Lebanon Environmental Pollution Abatement Project (LEPAP)	451,780
90039 Energy and Waste Solutions	8,161,672
90788 Sustainable Land Management in Qaraoun Catchment	1,081,617
77655 Institutional strengthening for Montreal Protocol (Phases IX-X)	191,165
99004 Lebanon's Second Biennial Update Report (BUR II)	264,083
100473 HCFC phase-out management plan (HPMP II)	2,031,391
90807 Engagement facility – Lebanon Crisis Response Plan	212,631
92814 Rehabilitation of Ghazze Dumpsite (OPEC OFID)	341,507
102171 Institutional Support To The Ministry Of Environment (Phase II)	266,857
102643 LDN in Mountain Landscapes – PPG	89,371
108119 Nationally Determined Contribution Support Programme (NCSP)	154,377
106963 Technical support for 6 <sup>th</sup> National Report to CBD	69,942
110505 Kigali Cooling Efficiency Programme – W1 and W2 (KCEP)	5,944
110507 Enabling Activities for Ratification of Kigali Amendment	0
<b>Total</b>	<b>27,770,621</b>

Project Managers and project staff are comfortable with the financial reporting and procedures as applied by UNDP although some did say it was a bit onerous. A very reassuring comment received during consultations at government level, referred to the fact that UNDP is at times entrusted with government funds for the execution of projects and that this represented “*added value*” in view of the efficient procedures employed by UNDP and its acknowledged transparency.

The E&E Programme has been successful in mobilising sufficient financial resources for its projects portfolio and both implementation partners and funding partners are satisfied with the financial management processes employed.

### 3.4.4 Partnerships

UNDP is an implementing agency but most often it needs executing partners to realize any results; it also relies on donor partners for funding. As with the rest of the UNDP family, the E&E Programme depends almost entirely on executing partners and funding partners to achieve its goals. Worthy of special mention is the partnership that the Programme is developing with the private sector<sup>33</sup> and this is in accordance with the adopted UNDP strategy<sup>34</sup>.

Section 3.4.2 above describes the role of the MoE and the MoEW as executing partners for the Programme, whereas this section has a focus on how the E&E Programme is seen by its partners, both executing and funding.

Both the MoE and the MoEW consider the Programme as an excellent partner. They find it responds to identified needs and find its requirements as not onerous. Compared with similar agencies, the E&E Programme is favoured *“because it has a presence on the ground”*. The E&E Programme was selected as the implementing partner as *“a government choice”*. An implementing partner from the private sector describes UNDP as *“an honest broker, one that is even entrusted with government money because of its better financial management system”*. From the perspective of one funding partner, the UNDP Programme is seen as *“a good partner ... one that can be relied upon to deliver”*, and this is the result of *“its long history with municipalities”*. Another funding partner said that *“it benefits from having UNDP as a partner”*.

The following table illustrates the extent of funding support to the E&E Programme by donor partners. It represents the total funds made available towards various projects which were being implemented during 2017-18<sup>35</sup>.

**Table 13 Sources of funding for projects which were on-going in 2017 and 2018**

FUNDING PARTNER	SUPPORT LEVEL in USD (total projects budget)
Government of Lebanon	34,831,456
Global Environment Facility (GEF)	5,180,995
Kingdom of the Netherlands	7,065,500
European Union (EU)	5,251,467
Government of Italy	480,000
Government of Germany	21,590,477
Kuwait Fund	250,000
UK Department for International Development (DFID)	4,924,916
Government of Japan	800,000
US Bureau of Population, Refugees, and Migration	2,268,000
Government of Italy through MoE	4,326,190
Lebanon Recovery Fund (LRF - Korea)	486,000
Montreal Protocol	7,202,540
OPEC Fund for International Development	341,507
Funding Window (for Climate Change NDSCP)	802,500
Climate Works Foundation (for KCEP)	407,000
Miscellaneous Private Sector	702,199
UNDP	675,000
<b>Total</b>	<b>97,585,747</b>

<sup>33</sup> See for example – UNDP Lebanon (2016) Results Oriented Annual Report – 2016.

<sup>34</sup> UNDP (2015) Private Sector Strategy: Lebanon

<sup>35</sup> This is the total funding support to project budgets not just expenditure for 2017-18 which is given in Table 12 above and which is significantly less.

The level of funding support that the Programme enjoys is evidence of the high regard in which it is held by funding partners.

On a more critical note, one partner said that while UNDP was right in carrying out proper due diligence, it is possibly “*risk averse*”. Another partner felt that “*UNDP may be going too wide, both in terms of interventions and in thematic areas ... maybe need to focus a bit more ... the goals are defined large enough to be able to fit anything*”. This sentiment was also repeated by one Project Manager who felt that UNDP “*should focus on the strategic picture and accept that it should move out of some areas*”. Another donor partner felt that “*UNDP wants to work exclusively in some sectors and may need to collaborate more ... it is territorial at times*”. One funding donor raised the 7% GMS fee as an issue and another noted their need for better visibility and acknowledgement. Problems of sustainability were also brought up and these are discussed in section 3.5 below.

From the responses of consultees, and in spite of the small number of critical comments, the UNDP E&E Programme is seen as the partner of choice by both executing partners and funding partners.

### 3.4.5 Monitoring and Evaluation

The CPD discussed monitoring and evaluation for the Country Programme and proposed a number of monitoring tools. The evaluator invited the E&E Programme Team to assess the extent to which these tools have been used and how efficient they had been. The results are summarized below.

**Table 14 Monitoring tools selected by CPD and their use by the Programme**

MONITORING TOOL	PROGRAMME TEAM PERSPECTIVE	EVALUATOR COMMENTS
Refine the theory of change	Not undertaken systematically during the CPD cycle. However, the midterm evaluation is considered as the appropriate mechanism to undertake such a change if need be.	Confirmation and refinement of the Theory of Change could be useful, however, it does not replace a strong, logical SRF to begin with.
Agree on specific indicators and data collection methods	Completed and has been used to monitor progress on outcomes during the annual reporting exercises	Indicators, Baselines and Targets are confirmed, however, they are only as good as their logical relationships within the SRF and unfortunately the SRF is weak.
Define a learning and research agenda	Completed in relation to the economic studies and SDGs in particular but those have not been completed yet.	This is not seen as a particularly useful monitoring tool.
Assess progress twice a year at national level	Progress is systematically assessed once a year at the national level with the CDR	An annual assessment of progress at Programme level with CDR is seen as adequate.
Assess progress twice a year at sub-national and local level	Not undertaken and considered an inappropriate monitoring tool given that it is not feasible nor practical to use.	Annual assessments at project level (PIR or equivalent) are seen as adequate.
Conduct external perception surveys	Undertaken in line with the global requirements and as needed.	These are seen as very valuable – important they are carried out.
Conduct Mid-Term Review	On-going	Confirmed.

The monitoring regime established by the CPD appears somewhat simplistic and apart from the external perception surveys it is mainly inward-looking. A more robust monitoring system would be based on a stronger and more logical SRF with a focus on Outcomes and related Targets.

It is acknowledged that while they may not be recognized as such, the Programme Team carries out further (and very efficient) monitoring activities, beyond the CPD guidance. For example, the Team monitors (and manages) risks (see below), it collates the results of monitoring by projects, and it has regular quarterly meetings with senior management as described in section 3.4.1 above. These meetings can be seen as the equivalent of meetings of a Project Board with its crucial monitoring

function. Although there is no formal record of these meetings, the Programme Team reported them as being very valuable. Finally, there is the extensive and highly detailed annual monitoring for results which is obtained through the ROAR<sup>36</sup> exercise.

### 3.4.6 Risk management

The following risks were identified for the whole of the CPD together with possible mitigation measures. The Programme Team was invited to comment on the extent, if any, that the risks did eventuate for the Programme, and if so, whether the mitigation measures worked, and what the impacts on the Programme were.

**Table 15 Risks with mitigation measures from CPD and adequacy**

RISK	MITIGATION MEASURES	PROGRAMME TEAM VIEW	EVALUATOR COMMENTS
(a) An escalation of the Syrian conflict	<ul style="list-style-type: none"> <li>- Engaging stakeholders in a dialogue on ways to reduce negative effects and identify creative solutions</li> <li>- Initiatives will be concentrated at the sub-national level to minimize the potential for conflict</li> </ul>	The mitigation measures were used and are found effective to diffuse the challenges and issues arising from the Syrian displaced in host communities particularly in relation to sensitive issues such as solid waste management and wastewater management. Measures include discussion with other UN agencies (UNHCR, UNICEF and others) to tackle technical issues as well as local municipalities and decision-makers on community-based conflicts as well. However the risk being tackled was more the long-term impact of the Syrian conflict rather than an escalation of the conflict.	As the Team noted, the risk was not so much of an escalation, but more of a continuation of the Syrian conflict with longer-term impacts. The reported dialogue with stakeholders and community leaders at local level by project staff appears to have worked as evidenced by site visits to project localities in the Bekaa. The Programme is doing well in minimising and counteracting this risk.
(b) An absence of data for evidence-based programming and monitoring	<ul style="list-style-type: none"> <li>- Work closely with other United Nations organizations to strengthen the national statistics system, and possibly pool resources</li> </ul>	A very relevant and critical risk that has led to a near absence of a proper technical baseline (or an outdated one). The mitigation measure is effective since all other agencies share this concern however the mitigation measure is slow to materialise and may not even be possible given its extent and scope.	The Team observation is very pertinent since this is not a risk but a reality. It may be prudent to work with UN and other development partners in an approach as proposed in mitigation, even if the solution is somewhat in the longer term.
(c) Continued deterioration of the economic situation may lower the focus on environmental concerns	<ul style="list-style-type: none"> <li>- Develop a close relationship with the private sector and encourage the adoption of appropriate measures</li> <li>- Mainstream environmental concerns in all sub-national initiatives</li> <li>- Capacity building for future action, and scaling up innovations through market and financing mechanisms</li> </ul>	A critical risk and mitigation measures are relevant although challenging to achieve. Private sector engagement has been upscaled in addition to mainstreaming and capacity building. There is a general increase in awareness about environmental concerns at the local level however the national economic agenda still does not include any focus on environmental protection. An alternative mitigation measure could be public policy dialogue as a means to prioritise environmental concerns.	The evaluator agrees with the Team that this risk is serious and is current, and the proposed mitigation measures may not be entirely adequate.
(d) Increased demand on UNDP services that overstretches the	<ul style="list-style-type: none"> <li>- Review operations and identify ways to expand without affecting programme quality</li> <li>- NIM implementation, with operational support from</li> </ul>	Mitigation measures may not be appropriate to the related risks and I personally am sceptical in the NIM and full HACT implementation modality.	This risk is entirely within UNDP's ability to manage and none of the mitigation measures addresses the fundamental problem. As noted by some of those

<sup>36</sup> Results Oriented Annual Report

organization and affects its capacity to respond	the country office, is preferred modality - Full implementation of the harmonized approach to cash transfers (HACT) - Expand South-South cooperation to strengthen local technical capacities, especially in the areas of climate change, fiscal reform, electoral assistance, and mine action		consulted, UNDP in Lebanon and the E&E Programme may need to be more strategic and better focussed when setting the scope of its work. It may need to be selective and give priority to those aspects of work with the greatest long-term impact. As one stakeholder put it – teach us to fish rather than give us fish.
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From all indications, it is evident that the Team is recognizing and managing risks adequately. However, it would be an improvement if there was a discussion of risks and mitigation measures focussed on the Programme in a dedicated Programme Document.

### 3.4.7 The gender dimension

Gender equality, women's empowerment and human rights are among the key priorities of UNDP at the corporate level. However, they are best displayed at the projects level which is the delivery mechanism for the Programme. Less than 30% of Project Managers said that their project made a contribution towards gender equality and women's empowerment. The rest said either that it did not do so or that the question did not apply to their project. This is a disappointing result but not entirely surprising since it is known that while MDG targets in Lebanon have been met in the health and primary education sectors, they were not in poverty, gender equality and environmental sustainability.

UNDP has completed a Gender Strategy<sup>37</sup> which found that women's participation in programme design and implementation contributed to reducing gender inequality; breaking traditional gender roles; increased lobbying for women's representation and participation in national governance, and a greater number of leadership opportunities for young women. However, the Strategy also found that the Country Office *"does not yet make the direct link between gender and environment. This can be explained by the fact that projects are designed to target all Lebanese citizens without distinction. The efforts for gender-mainstreaming at this level do not go further than maintaining a balance between male and female staff, ensuring a lack of discrimination against women, and, in some cases, including a theoretical section on gender"*.

This shortfall is recognized by the Programme and it is useful to use a very recent project currently awaiting signature as an example of how GEEW is being addressed. This project, which deals with land degradation and land use, has an impressive 10-page Gender Analysis and Mainstreaming Plan in an annex in addition to extensive gender provisions which are integrated in the project document. The Plan identifies gender concerns and opportunities to ensure that the project considers women's and men's different vulnerabilities and needs as well as capacities and skills and achieves an equitable distribution of its benefits, resources, status and rights. The Plan also outlines ways for the project to influence transformative changes in the norms, cultural values and the roots of gender inequalities and discriminations. Furthermore the Plan is aligned to other strategies and processes of the project to ensure feasibility and is expected to be mainstreamed as much as possible with on-going national processes and strategies at the time of project implementation and wherever feasible.

This is indicative of the manner in which GEEW is fostered by the E&E Programme through its projects.

<sup>37</sup> UNDP (2016) UNDP Gender Strategy: Lebanon.

## 4.5 Sustainability of results

The likelihood of sustainability for the benefits and outcomes of the projects was seen as very high by Project Managers. In fact, 15 (88%) said there will be sustainability, one said maybe and one said it was not guaranteed. The questionnaire also asked Project Managers if their project had a “champion” who would inherit the project benefits and outcomes. Two did not understand the question, however, the most common champions identified by the rest (76%) were the project stakeholders while a small number (23%) listed the executing partner as the likely champion.

When the issue of sustainability is examined a bit deeper it is apparent that not everyone is as optimistic as Project Managers and it is a cause of some concern to some stakeholders. Even when ownership is strong, some stakeholders have to abandon the project benefits because they simply do not have the resources (funds or capacity) to deal with maintenance, repairs, etc. One stakeholder commented that sustainability suffers, even after a successful project, because the broader context, such as a strategy or a master plan, is missing and UNDP needs to provide more strategic support to government. An example given was that instead of projects on solid waste landfills, UNDP should focus on a recycling strategy, and instead of irrigation canals, it should focus on water conservation. In fact, the Programme has carried out a number of institutional strengthening, policy development and similar upstream initiatives, e.g. in the renewable energy and waste management sectors. However, these initiatives are either not recognized, or not effective.

In order to ascertain whether there was a financial risk to sustainability, Project Managers were asked if they could foresee adequate **financial resources** for the sustainability of their project’s benefits. Only 35% of Project Managers foresaw that such resources would be available while 65% felt that financial resources were not assured. One private sector respondent lamented the fact that when UNDP projects come to an end, everything stops and the beneficiaries that inherit the project’s results do not have the financial resources or the expertise to carry out maintenance and the benefits often do not last. On the other hand one Municipality mayor explained how a small fee charged to users of irrigation facilities (set up by a UNDP project) created the means for maintenance and repairs to the irrigation network ensuring sustainability.

Project Managers were asked if the inheriting institution was likely to have the adequate capacity for sustainability. In response, some Project Managers listed the capacity building activities carried out by the project but only 35% saw **institutional capacity** as available, while the other 65% said that it was not assured. In consultation, one Project Manager said that UNDP must make sure that those inheriting the benefits of a project have the means to ensure sustainability. The majority of projects have a strong element of training, workshops and other capacity building activities such as study tours but trained personnel often move for personal, or career, or other reasons.

When asked whether there would be the necessary commitment from **Central and Local Government** to enhance the likelihood of sustainability, a substantial majority (76%) of Project Managers said that there will be, while 12% said they were not certain and another 12% said it was unlikely. Some local government officials could not vouch for sustainability and one joked (or maybe he was not joking) that he will ask for support forever. However, one Municipality Mayor was very proud and possessive of the managed landfill created by a UNDP project and assured the evaluator that its sustainability was guaranteed. Another discussed the means by which they are ensuring sustainability. According to one donor partner, UNDP collaboration at local government level is very effective and this enhances sustainability.

The final risks that were brought up with Project Managers that could jeopardise sustainability were **environmental risks** such as climate change. The question was well understood and 76% said that these risks did not exist to their project, whereas 24% said that there was a possibility. This is seen as a realistic reflection of the situation.

In spite of a fair degree of optimism, it has to be concluded that in view of the uncertainty of financial resources and institutional capacity, sustainability is not always assured.

## **4 ANALYSIS AND CONCLUSIONS**

### **4.1 On programme design**

There is no Programme Document for the Energy and Environment Programme and the Strategic Results Framework in the CPD is weak and not entirely logical. It would seem that this is a perennial problem faced by UNDP CO programme teams and there are three contributing factors to this –

Firstly, while the Programme Team is very aware of the needs that require attention through their close contact with government officials and their understanding of the on-the-ground realities, they are also obliged to collaborate with the CO and with other UN agencies, each with different perspectives and different priorities, to produce the combined UNSF.

A second complicating factor for the Programme Team is the substantial number of projects that are carried over from the previous CPD period. These projects were designed in response to previous needs and priorities. They reflect an earlier commitment and the new Outcomes and Targets are “massaged” in an attempt to retrofit them.

Thirdly, numerical targets set at the beginning of a CPD period often lose their strategic meaning with the passage of time and no longer reflect the overall direction or priorities of the Programme. As a remedy, targets in the SRF should be understood to be indicative and aspirational and subject to review annually.

In trying to grapple with these two factors, the Programme Team makes a valiant effort to find the right words so as to be as inclusive as possible. They are reasonably successful, however, most of the time, the chosen words are fatuous and almost meaningless. Highly justified activities (projects) are squeezed in under a CPD Output or Indicator simply by the selection of the most superficial of words – this should not be the logical reason for including a project.

This conundrum can be resolved if it is accepted that the existing portfolio of projects has to be carried over on its own merit – there should not be any attempt to play with words to make it fit within the scope of the new UNSF and CPD both of which should focus entirely on the newly identified needs.

Furthermore, the UNSF must focus on being a source of guidance and direction and identified priority areas – it does not need to have outcomes and indicators and targets. The operational specifics should be provided at the CPD level which must comprise the collective UNDP acknowledgement of its assessment at government and country levels by its specialized teams, and their understanding of the situation and what needs to be done.

UNDP must accept that not all its activities and projects are able to be linked with a UNSF priority area, and they do not need to be – they are still justified and must be carried out.

Finally, Programme design must be encapsulated in a Programme Document to serve as a blueprint for implementation and the possible scope and structure of such a Programme Document are given in Annex 7. The process of developing a Programme Document is as valuable as the product.

### **4.2 On relevance**

All projects in the portfolio were found to be very relevant to the Government and people of Lebanon and this is to be expected since they were set up in response to requests from the Government, and identified needs and priorities. The projects are also relevant to UNDP and its corporate commitments. However, the same cannot be said of all projects regarding their level of relevance to the CPD and UNSF.



Around half of the projects portfolio is inherited from way back. They predate both the CPD and the UNSF and should not be expected to fit the new CPD/UNSF completely. Whatever relevance and fit these inherited projects have, is more by accident than by design and arises also from the fact that government priorities do not change much.

On the contrary, projects started during the current CPD are in response to needs and assessments and priorities that are current now and are therefore extremely relevant to the Government and people of Lebanon.

Contributions by UNDP to the MoE spectrum of activities is considered as essential by Ministry officials, at least in the medium to short term, and must continue to support the Ministry's function. Particular mention was made by those consulted, of the assistance and support that the E&E Programme provides to the Ministry to satisfy its obligations under international environmental conventions, and to address emerging problems such as solid and liquid waste.

In spite of this variance, it is not the Programme that needs to change and neither should the CPD. As noted above, it is the UNSF that needs to change by being cast differently. It should stay at the strategic level and simply provide a guide and focus for UN agencies to follow.

### 4.3 On delivery and effectiveness

The ultimate measure of effectiveness for the E&E Programme is whether and to what extent the planned UNSF Outcome 3.3 has been or is being achieved as a result of UNDP's work in the area of Energy and Environment covering the period 2017-2019. The outcome sought is – *Lebanon has adopted measures to improve environmental governance*.

Taken at face value, this outcome is almost worthless as a target. There is no indication of what measures should be adopted, what would qualify as an improvement, improvement from what and to what, and what is the definition of environmental governance. It is also worth noting that what is being sought is not an environmental improvement but simply the adoption of some measures. In the face of all these queries, one can only go to the Indicators and the following were the three selected by the Programme –

1 Tons of CO<sub>2</sub> eq emissions (or equivalent) reduced in the industrial and commercial sectors. *Target: 9,600 tons of CO<sub>2</sub> eq*

2 Number of adaptation to climate change projects developed and initiated in various sectors. *Target: 2 projects*

3 Number of national development plans and processes integrating: biodiversity, renewable energy, energy efficiency, sustainable consumption and production, climate change, sound chemical management, sustainable consumption & production and ecosystem services values. *Target: 6 plans or processes*

In effect, this means that if 9,600 tons of CO<sub>2</sub> eq are reduced, and two climate change adaptation projects are initiated, and six national development plans are adopted, the Outcome is achieved and *Lebanon has adopted measures to improve environmental governance*. And, when the assessment is based on the 10 projects that have been closed and evaluated, even though these projects were designed and started before this Outcome was ever thought of, the conclusion is that there has indeed been good effective delivery.

The Programme Team advised that the new CPD indicators and targets and those of UNSF Outcome 3.3 were selected so as to allow linkages with the projects which were being carried over. This attempt to fit existing projects under new targets is not logical and leads to the Programme and its Targets being too broad, lacking specificity and not reflecting the present day needs. It should



not be necessary to fit the carried over projects under the new UNSF or CPD – there is no justification for it.

#### **4.4 On implementation efficiency**

Efficiency is a measure of the extent and the competence through which resources have been converted into results. The resources available to the Programme include governance and guidance, personnel, expertise and knowledge, finances, partnerships, management.

The very valuable resource of programme personnel, including Project Managers are appreciated widely for their skills, knowledge and expertise by all stakeholders and they have been used very efficiently by the Programme. Expertise in the form of consultants has been used wisely and effectively and the only improvement suggested was that it should be a requirement that consultants operate with a local counterpart. Such a twinning arrangement will ensure an efficient transfer of knowledge and raise local capacity.

The E&E Programme has been successful in mobilising sufficient financial resources for its projects portfolio and both implementation partners and funding partners are satisfied with the financial management processes employed.

Monitoring for progress towards results is an essential element in efficient programme management and this is discussed more fully below. It is, however, important to note here that monitoring for progress is based on the SRF and it is therefore only as efficient as the SRF. In the case of the E&E Programme, the SRF provides a weak basis for monitoring and the tools proposed by the CPD are not very efficient. It is therefore to the credit of the Programme Team that they have carried out monitoring activities efficiently, in spite of the faulty SRF and beyond the CPD guidance. This includes monitoring and managing risks, collating the results of monitoring by projects, and holding regular quarterly meetings with senior management. These meetings are the equivalent of meetings of a Project Board with its crucial monitoring function.

Programme resources have been used efficiently and to the best effect by the Team.

#### **4.5 On monitoring for results**

The monitoring regime at project level has been reasonable and considered as adequate. However, while monitoring at Programme level has been reasonable, it can be improved.

The seven monitoring tools identified in the CPD were not very helpful and the Team reported that monitoring progress and assessing results is difficult with the limited resources available. Neither does the Government have the capacity or the resources to undertake meaningful data collection and reporting. However, and in spite of these challenges, UNDP has a commitment to a results orientation, and a requirement to monitor for results. While this is done moderately effectively at the project level, this is less so at the Programme level where the main hurdle seems to be the CPD SRF. There is a need for a simpler, more logical SRF with a focus on results; one which has clear relevance and logic between its constituent parts. In order to be even more effective, such an SRF must be at the Programme level within a comprehensive Programme Document and simply relate back to the CPD.

Whether it is called the Logical Framework Matrix (LogFrame), the Strategic Results Framework (SRF), Theory of Change, Outcome Model, or some other name, what is required is a graphic summary of a strategy to achieve a specific outcome that is based on cause-and-effect logic. It should start by defining the long-term outcome or result that is being sought in response to an assessed need, priority or problem. The context of the outcome sought is provided through an acknowledgement of what has already been achieved, if anything (the baseline). And, the

dimensions of the task ahead are indicated by the results wanted (targets). The categories of targets are provided by indicators.

The outcome is then “dissected” into the constituent parts (outputs) that must be achieved so as to make progress towards the desired targets as a result. Finally, a set of activities and inputs are identified which, if used effectively, will lead to the outputs and further up the chain. If the logical relationship between the different elements has been well designed, when the outputs are obtained, the targets should be satisfied and the outcome achieved.

In the case of the Programme, the constituent projects are the delivery mechanism and they serve as outputs. Each one should make a contribution to the targets. However, such a logical approach for the E&E Programme would exclude consideration of the projects that are carried over from an earlier CPD. Since they preceded the current Programme, they cannot be expected to relate to its outcomes and they will need to be accommodated differently.

#### 4.6 On the likelihood of sustainability

Project Managers are quite optimistic about the likelihood of sustainability of the benefits and results emanating from their projects. However, sustainability is a cause of some concern to some stakeholders. Even when ownership is strong, some stakeholders are unable to sustain the project benefits because they simply do not have the financial resources or the expertise and capacity to attend to maintenance, repairs, etc.

One proposal from a stakeholder was for UNDP to focus more on creating a favourable broader context, such as a strategy or a master plan, within which a project and its benefits can improve their chances of sustainability and it is known that this is being done to a certain extent by the E&E Programme. Another proposal was for UNDP to implement a further evaluation of the survival of project benefits after a period of, say, five years, examining the circumstances that might have led to good or not so good sustainability and learning from this for future projects.

#### 4.7 On gender and human rights

The UNDP Lebanon Gender Strategy<sup>38</sup> published in 2016, found that the Country Office “*does not yet make the direct link between gender and environment*” and this was thought to be the result of the fact that “*projects are designed to target all Lebanese citizens without distinction*”. The Strategy noted that efforts for gender-mainstreaming included maintaining a balance between male and female staff and ensuring a lack of discrimination against women. Then, somewhat critically, the Strategy noted that project documents sometimes included “*a theoretical section on gender*”.

The Strategy goes on to quote from the Beijing Platform of Action that requires “*Strengthen or establish **mechanisms** at the national, regional and international levels to assess the impact of development and **environmental** policies on **women***.” And the Strategy concludes that “*UNDP must promote and implement the points presented in international treaties, and cannot afford to ignore gender issues in its environmental agenda*”. It is in this knowledge that more recent E&E projects have been required to design and adopt a gender strategy of their own and this will hopefully become the norm.

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<sup>38</sup> UNDP (2016) UNDP Gender Strategy: Lebanon.

## 4.8 On a more logical and stronger SRF

### a) Dissection of the present Outcome

Start from the present Outcome 3.3 and tease out its meaning:

#### Lebanon has adopted measures to improve environmental governance

Define **Environmental Governance** - the means by which society determines and acts on goals and priorities related to *the management of natural resources* (IUCN, UNEP, etc)

Define **Natural Resources** - natural assets occurring in nature that can be used for economic production or consumption (UN, EC, IMF, OECD, WBK). Four categories are identified :

- mineral and energy resources
- soil resources
- water resources
- biological resources

To these must be added climate change which affects many of the services that natural resources provide.

Therefore, the Outcome is seeking the **adoption of measures** which will **improve the management and sustainability of energy, soil, water and biodiversity as well as the changing climate**.

For the outcome to be attained, **measures have to be adopted** which will lead to **improved environmental governance**. How do we know which measures? How much improvement? How do we know when we have done it? Therefore, Indicators and Targets are needed and the following have been provided by the UNSF and the CPD.

ANALYSIS OF THE EFFECTIVENESS OF THE CURRENT INDICATORS		
CURRENT INDICATORS	SMART ANALYSIS	POSSIBLE IMPROVEMENTS
3.3.3 Tons of <b>CO<sub>2</sub>eq emissions</b> (or equivalent) reduced in the industrial and commercial sectors	This is a very <b>Specific</b> governance measure for the management of climate change; it is very <b>Measurable</b> , and easy to set targets; it is <b>Achievable</b> and very possible to <b>Attribute</b> to the project; it is <b>Relevant</b> as it arises from an environmental governance measure as sought by the Outcome; it is easily <b>Trackable</b> . It is a SMART Indicator	This is a good indicator of a measure which can be adopted to improve environmental governance. It measures results. No improvement necessary.
3.3.4 Number of <b>national development plans and processes</b> integrating: biodiversity, renewable energy, energy efficiency, sustainable consumption and production, climate change, sound chemical management, sustainable consumption & production and ecosystem services values	This indicator is too broad and not very <b>Specific</b> ; it is <b>Measurable</b> because it seeks a number; it is probably <b>Achievable</b> and may be possible to <b>Attribute</b> to the project, but unlikely; it is <b>Relevant</b> but only because it is so broad; it may not be <b>Trackable</b> as a contributor to the outcome; it is not a very SMART Indicator	Taken literally, no plans or processes can integrate all the listed elements and it needs better and narrower focus on each of the elements or related clusters of elements. It does look like a desperate attempt to include as much as possible so as to leave the field as wide as possible. Plans and processes are not results
3.3.6 Number of <b>adaptation to climate change projects</b> developed and initiated in various sectors	This indicator is reasonably <b>Specific</b> as it seeks to manage the impact of a changing climate; it is <b>Measurable</b> because it seeks a number, and should be easily <b>Achievable</b> ; it should be possible to <b>Attribute</b> to the project; it is <b>Relevant</b> and <b>Trackable</b> . It is a moderately SMART Indicator	Adaptation to climate change can be considered as a measure which can be adopted to improve environmental governance, however, projects on their own are not results. The Indicator needs refocussing on some result/s of the projects and not merely the number.

The Outcome seeks to improve the management and sustainability of energy, soil, water and biodiversity, and the response to changing climate. The Indicators above will pick up measures related to energy (and record results) and to a lesser extent to climate change (but merely projects not results). In order to reflect the programme scope, and after ascertaining the needs and priorities on the ground, the SRF should probably comprise an indicator each on energy, land use, water, biodiversity and climate change. The energy aspect is covered, but land use, water, biodiversity and climate change are not.

## **b) Alternative approach**

An alternative, more logical and stronger SRF for the Programme as displayed on the following page, would result from the following approach -

- Revise the UNSF Outcome, to make it more specific and reflecting the CCA, and adopt it as the Objective of the Programme
- Under the Objective, a result is required for each of energy, soil, water, biodiversity and the changing climate as well as ozone depleting substances. Each of the six elements should be converted to a Programme Outcome
- Each Outcome must have a focus on the results sought and it must be confirmed that if the Outcomes are achieved, the Objective would be achieved
- Baselines are required for each Outcome which should reflect the identified needs arising from the CCA (govt policies, priorities; identified problems and opportunities; international obligations). In addition, measurable, indicative Targets should be adopted for each Outcome
- Indicators may not add anything since the Outcome statements are adequately descriptive
- The results sought will be obtained through projects which can function as Outputs. These will comprise measures to improve management and sustainability of environmental resources, which is, in effect, environmental governance as sought by the new Objective.
- Each Project (= Output) needs to align fully with an Outcome and its contribution to that Outcome's Targets must be identified and quantified
- ISMoE is an exception and it aligns directly with the Objective; its results are likely to be qualitative rather than quantitative
- The Outputs comprise only newly-initiated projects which are in response to this CCA; projects that are carried over are managed and monitored through a separate results framework within the Project Document

The SRF on the following page illustrates a preliminary attempt to design such a SRF. It is incomplete and merely serves to show that such an attempt is possible. Obviously missing is a good grounding in the CCA which may or may not justify all the proposed Outcomes. Also still missing are Baselines and Targets at Outcomes level.

## ENERGY AND ENVIRONMENT PROGRAMME – POSSIBLE DESIGN

### PROGRAMME OBJECTIVE:

**To improve environmental governance in Lebanon leading to the effective management and sustainable use of energy, soil, water and biodiversity resources and the management of the impacts of climate change**

**OVERARCHING OUTPUT: 102171** Institutional Support To The Ministry Of Environment (Phase II) (ISMoe II)

<b>OUTCOME 1</b> CO <sub>2</sub> or other GHGs emissions reduced in the domestic, industrial and commercial sectors	<b>OUTCOME 2</b> Social and environmental impacts avoided or reduced through efficient land use planning and implementation processes	<b>OUTCOME 3</b> Sustainable use of water resources through the protection of water quality and the management of water use	<b>OUTCOME 4</b> Recovery of stressed and threatened ecosystems and maintenance of healthy ecosystems	<b>OUTCOME 5</b> Effective adaptations put in place to counter the impacts of climate change	<b>OUTCOME 6</b> Ozone depleting substances phased out while avoiding environmental and social impacts
<b>OUTPUTS</b>	<b>OUTPUTS</b>	<b>OUTPUTS</b>	<b>OUTPUTS</b>	<b>OUTPUTS</b>	<b>OUTPUTS</b>
<b>90039</b> Sustainable Energy for Security: Interventions for the Lebanese Armed Forces along the North-eastern Lebanese border (Energy for Security – LAF)	<b>102170</b> LDN of mountain landscapes in Lebanon (LDN Mountains)	<b>107244</b> Increasing access to water in host communities (WASH)	<b>111469</b> STEPping up Nature Reserves Capacity (STEP4Nature)	<b>110472</b> Lebanon's Fourth National Communication and Third Biennial Update Report under the UNFCCC (4NC BUR3)	<b>77655</b> Institutional strengthening for Montreal Protocol (Phases IX-X)
<b>108119</b> Nationally Determined Contribution Support Programme (NDCSP)	<b>90039</b> Social Stabilization through Integrated Solid Waste Management in Vulnerable Communities (SW N Baalbeck)	<b>110477</b> Qaraoun Depollution Programme in Lebanon (QaDePro)	<b>106963</b> Technical support for 6th National Report to CBD	<b>107250</b> National Adaptation Plan Support Programme for Lebanon (NAP GCF)	<b>110505</b> Kigali Cooling Efficiency Programme – W1 and W2 (KCEP)
<b>107248</b> Establishing Lebanon's Transparency Framework (CBIT)	<b>107249</b> Environmental Rehabilitation through Integrated waste management (Zahle)		<b>102122</b> Nagoya Protocol on Access and Benefit Sharing in Lebanon (ABS)		<b>110507</b> Enabling Activities for Ratification of Kigali Amendment

## 4.9 Overall conclusion

The Energy and Environment Programme is extremely relevant and valuable for the Government and people of Lebanon. Its results delivery through its projects is very effective and its resources are used efficiently. The sustainability of its results is not assured. Its scope and range of interventions does not always fit with the relevant UNSF Outcome and in its efforts to remedy this, its Strategic Results Framework has become weak and lacks logic. An alternative more logical and stronger SRF is proposed.

## 5 RECOMMENDATIONS

**1 It is recommended that UNDP** accept that the larger part of the projects portfolio is carried over and that these projects were fully justified and relevant when they were started. They do not have to be retrofitted into the new CPD but should be considered as a justified component in their own right within the new Programme.

**2 It is recommended to the UN system** that in order to resolve the challenge facing programme teams as they try to balance known national needs with diluted UNSF Outcomes, the role of the UNSF should be to set the scene by outlining needs and priorities and focussing on guidance and direction for the various agencies. The UNSF does not need its own Outcomes, Indicators and Targets.

**3 It is recommended to the E&E Programme Team** that they prepare a Programme Document which should distinguish between projects that are being carried over and those newly initiated in response to new needs and priorities. The latter should be reflected in a logical Strategic Results Framework with the new projects as the outputs, and which can be used to monitor for results. Such a Programme Document will comprise the Team's contribution to the CPD.

**4 It is recommended to the E&E Programme Team** that all projects must undergo a terminal evaluation before closure so as to assess the relevance of each project to the country needs and priorities as identified in the CPD and the Programme, assess the effective delivery of results compared with the targets sought, assess the efficiency through which the resources available have been converted into results, and assess the likelihood of sustainability of the project's results. UNDP must not rely on the evaluation carried out by a donor partner unless it has adequate input into the scope and terms of reference as well as the management of the evaluation process.

**5 It is recommended to UNDP** that in an effort to increase the likelihood of sustainability of project results, projects should preferably fit within a broad and strategic context such as national plans and strategies. Furthermore, an ex-post assessment should be carried out for each project some time (3-5 years) after project closure to assess sustainability and the circumstances that might have contributed towards or against it. The experience gained can then be put to good use in designing new projects.

**6**      **It is recommended to the E&E Programme Team** to continue with and improve the practice of requiring the formulation and implementation of a meaningful gender strategy for each project thus contributing to the achievement of SDG-5 for Gender Equality.

**7**      **It is recommended to the E&E Programme Team** that in view of its current success and the continuing needs, priority should be accorded to interventions that deal with renewable energy, management of wastewater and prevention of pollution, sustainable land management and rehabilitation of degraded land and forests.

## **6      LESSONS LEARNED**

**1**      Attempting to word the new CPD outputs, indicators and targets so as to justify the existing projects which are being carried over from the previous CPD period is counter-productive since it dilutes what could be strong, new targets which are responding to the latest assessment of the situation.

The lesson is that *attempting to find the right wording for a new CPD to allow a good fit for projects being carried over, just weakens the new CPD.*

**2**      Monitoring for results at the Programme level has been hindered by a weak SRF which lacks internal logic.

The lesson is that *a strong and logical SRF with clear relevance between the component levels, is required as a basis for monitoring Programme effectiveness.*

**3**      In spite of good capacity building attempts at project level and with the best of intentions, stakeholders inheriting project benefits and results are not always able to sustain these benefits and results when a project ends and support ends with it.

The lesson is that *current practice does not always ensure sustainability following project closure.*

## **ANNEXES**

- 1 Terms of reference of the evaluation
- 2a Strategic Results Framework for UNSF Outcome 3.3
- 2b Strategic Results Framework for CPD Priority Area 4
- 3 Evaluation questions matrix
- 4 Key documents and websites reviewed
- 5 Stakeholders consulted
- 6a Electronic questionnaire
- 6b Collated responses from the Project Managers of 17 projects
- 7 Possible Programme Document structure
- 8 Mission schedule



## ANNEX 1 Terms of reference for the evaluation

**Project Name:** UNDP Lebanon Evaluation

**Subject:** Energy and Environment Programme Outcome Evaluation

### 1. Background

United Nations Development Programme (UNDP) conducts outcome evaluations to capture and demonstrate evaluative evidence of UNDP's contributions to development results at the country level as articulated in the Country Programme Document (CPD) and in the United Nations Development Strategic Framework (UNSF). These are independent evaluations carried out within the overall provisions contained in the UNDP Evaluation Policy and **aim** to undertake the following:

- Provide evidence to support accountability of programmes and for UNDP to use in its accountability requirements to its investors
- Provide evidence of the UNDP contribution to outcomes
- Guide performance improvement within the current global, regional and country programmes by identifying current areas of strengths, weaknesses and gaps, especially in regard to:
  - o The appropriateness of the UNDP partnership strategy
  - o Impediments to the outcome being achieved
  - o Mid-course adjustments (for Outcome MTRs)
  - o Lessons learned for the next programming cycle
- Provide evidence and inform higher-level evaluations, such as ICPE, UNDAF evaluations and evaluations of regional and global programmes, and subsequent planning based on the evaluations.

UNDP in Lebanon approach is aligned with the new **UN Strategic Framework 2017-2020**, which focuses on internal and external security, governance and sustainable development, and places an emphasis on meeting the immediate needs arising from the Syrian crisis. Environmental protection is one of the main pillars of the UNSF and focuses on low-emission, climate resilient actions, and environmental management programmes that protect national resources and steer the country towards a green economy.

Within the **Country Programme Document (CPD)**, improving environmental governance focuses in more detail on the following strategic approaches:

(a) Support climate change adaptation and mitigation (towards a low carbon economy) by increasing access to climate financing via Lebanon's commitments to the UNFCCC; promoting renewable energy technologies in sectors and at communal levels; collaborating with MoE, MoEW and private stakeholders to raise the public awareness on the importance of adopting renewable energy technologies; build the capacity of the private sector to cope with expected demand, and improving coordination of the response to climate change in the agriculture, water and land management sectors.

(b) Support the integrated and sustainable management, and protection of, natural resources by focusing on biodiversity, forest and land management, and water ecosystems; reducing industrial (and other) pollutants, and improving the capacity of the government at the central and local levels to enforce legislation on environmental priorities. An example of this is the depollution of the Qaraoun Watershed and bringing the current strategy in line with the national programme.

The CPD also makes reference to the on-going Syrian refugees crisis which has impacted Lebanon on many fronts. Although the response to the crisis is covered in the Lebanon Crisis Response Plan which is a joint UN and Government approach, the UNDP CPD includes interventions specific to the responses within the UNDP's programme of action. For the environment sector in specific, areas where crisis and long-term development assistance overlap are the effective management of solid waste and wastewater, the improvement and protection of water resources, and providing beneficiaries with access to clean energy sources at the central and decentralized levels. UNDP aims to support the government to pursue a medium to long-term strategy on integrated waste management, ensuring that environmental considerations are mainstreamed into the national crisis response. Interventions—such as improving water networks—will

improve living conditions in host-communities, particularly in poorer regions, and reduce household expenditures, thereby contributing to poverty reduction.

UNDP's Energy & Environment (E&E) programme currently consists of some 21 projects grouped into sub-projects by thematic area which are climate change, sustainable land management, institutional support to the Ministry of Environment, ozone office (Montreal Protocol projects), industrial depollution and extractive industries (LEPAP and SODEL), renewable energy (CEDRO and DREG), fourth national communication to the convention on biodiversity and solid waste management. The number and types of projects have changed throughout the CPD cycle depending on time frames and donor financing, but they continued to feed into the strategic objectives of the CPD. The annual programme delivery is \$15.2, \$18.4, and \$16.7 million in 2015, 2016 and 2017 respectively. The last programme evaluation was conducted in 2012.

## **2. Evaluation purpose**

The purpose of this outcome-level evaluation is to find out how UNDP in Lebanon has gone about supporting processes and building capacities that have, indeed, helped make a difference, and whether and to what extent the planned outcome 3.3 of UNSF has been or is being achieved as a result of UNDP's work in the area of Energy and Environment covering the period 2017-2019. The evaluation should support UNDP accountability to national stakeholders and partners, serve as a means of quality assurance for UNDP interventions at the country level and contribute to learning at corporate, regional and country levels. In doing so, evaluation aims to identify which UNDP approaches have worked well and which have faced challenges, and to use lessons learned to improve future initiatives and generate knowledge for wider use.

## **3. Scope of Work and Objectives of the Evaluation**

UNDP intends to undertake an independent evaluation to assess E&E Programme at the macro level covering the period 2017-2019. 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 relevant national counterparts including ministries, governorates and related agencies. The evaluation needs to assess to what extent UNDP managed to mainstream gender and to strengthen the application of rights-based approaches in its interventions. 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 evaluation should result in concrete and actionable recommendations for the proposed future programming.

As indicated above: UNDP's E&E Programme contributes to the achievement of Outcome 3.3 of UNSF: Lebanon has adopted measures to improve environmental governance. UNDP reports against the following outcome indicators:

- Tons of CO2 eq emissions (or equivalent) reduced in the industrial and commercial sectors.
- Number of adaptation to climate change projects developed and initiated in various sectors.
- Number of national development plans and processes integrating: biodiversity, renewable energy, energy efficiency, sustainable consumption and production, climate change, sound chemical management, sustainable consumption & production and ecosystem services values<sup>39</sup>.

The following outputs with their respective indicator falling under this outcome, as stated in UNDP Lebanon CPD 2017-2020, are to be part of this evaluation:

- Low emission climate resilient actions initiated (Indicator 4.1.1. Amount of energy saved from the implementation of decentralized and/or small-scale mitigation projects; Indicator 4.1.2. No of mitigation and adaptation awareness raising and capacity building actions taken)
- National Environmental Management Strengthened (Indicator 4.2.1. No. of environmental initiatives implemented in productive sectors; Indicator 4.2.2. No. of solid waste, water and waste water initiatives implemented; Indicator 4.2.3. volume (tons) of Ozone Depleting substances released)

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<sup>39</sup> Further details, including outputs and output indicators, means of verification in the CPD for Lebanon 2017-2020

The evaluation will use the OECD/DAC evaluation criteria of relevance, effectiveness, efficiency and sustainability,<sup>40</sup> as defined and explained in the UNDP Handbook on Planning, Monitoring and Evaluating for Development Results.<sup>41</sup> The final report should comply with the UNEG Quality Checklist for Evaluation Reports.<sup>42</sup>

Concerning evaluation objectives, the evaluation should be able to:

- Assess the effectiveness and relevance of the UNDP's programme to meet the development priorities of the Government of Lebanon in the field of environment
- Provide concrete and actionable recommendations (strategic and operational) for the formulation of new programme and project strategies
- Assess the programme implementation approach (operational procedures, structure, monitoring, control and evaluation procedures, financial and technical planning, project modality/structures) and their influence on the programme effectiveness;

#### **4. Evaluation criteria and key guiding questions**

To define the information that the evaluation intends to generate, the potential evaluation questions have been developed (the questions are provided below under a relevant evaluation criterion). The questions may be amended at a later stage and upon consultation with the relevant stakeholders.

##### **4.1. Relevance**

The evaluator will assess the degree to which UNDP considers the local context and problems. The evaluator will assess the extent to which the UNDP's objectives are consistent with national and local policies and the needs of intended beneficiaries (including connections to SDGs, government strategies and activities of other organizations). Under this evaluation criterion the evaluator should, inter alia, answer the following questions:

- To what extent is UNDP support relevant to the country's current economic diversification objectives, Sustainable Development Goals, and Graduation process, as well as its sectoral programs of relevant line ministries?
- How did the E&E portfolio promote the principles of gender equality, human rights- based approach, and conflict sensitivity?
- To what extent is program and project design relevant in addressing the identified priority needs in CPD 2017 – 2020?
- To what extent UNDP's outcome-level results are relevant to and consistent with the national environmental agenda, including national priorities and obligations in line with international conventions?
- Which programme areas are the most relevant and strategic for UNDP to consider going forward?

##### **4.2. Effectiveness**

The evaluator will assess the extent to which UNDP contributed to the achievement of Outcome 3.3 as described above. In evaluating effectiveness, it is useful to consider: 1) if the planning activities are coherent with the overall objectives and project purpose; 2) the analysis of principal factors influencing the achievement or non-achievement of the objectives. Under this evaluation criterion the evaluator should, inter alia, answer the following questions:

- What has been the progress towards the achievement of the targets in the Outcome 3.3?
- To what extent has progress been made towards outcome achievement? What has been UNDP's contribution to change?
- What have been the key results and changes? How has delivery of outputs led to outcome level progress? Are there any unexpected outcomes being achieved beyond the planned outcome?

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<sup>40</sup> UNDP considers that these criteria are the most pertinent given the purpose of the evaluation.

<sup>41</sup> For additional information on methods, see the Handbook on Planning, Monitoring and Evaluating for Development Results, p. 168.

<sup>42</sup> UNEG Quality Checklist for Evaluation Reports

- To what extent has UNDP succeeded in national partners' capacity development, advocacy on environmental issues including climate change issues and sustainable development goals?
- To what extent has UNDP succeeded in building partnership with civil society and local communities to promote environmental and disaster risk awareness in the Country?
- To what extent has the results at the outcome and outputs levels have benefitted women and men equitably and to what extent have marginalised groups benefited?

#### 4.3. Efficiency

The evaluator will assess how economically resources or inputs have been converted to results. An initiative is efficient when it uses resources appropriately and economically to produce the desired outputs. Under this evaluation criterion the evaluator should, inter alia, answer the following questions:

- How much time, resources and effort it takes to manage the E&E portfolio, what could be improved and how UNDP practices, policies, decisions, constraints and capabilities affect the performance of the Portfolio?
- To what extent did monitoring systems provide data that allowed the programme to learn and adjust implementation accordingly?
- To what extent were partnership modalities conducive to the delivery of outputs? What have been roles, engagement and coordination among the stakeholders? Have UNDP succeeded in building synergies and leveraging with other programs and development agencies in the Country, including UNCT programming and implementation. To what extent has UNDP managed to establish viable and effective partnership strategies in relation to the achievement of the outcomes? What are the possible areas of partnerships with other national institutions, NGOs, UN Agencies, private sector and development partners?
- How did UNDP promote gender equality, human rights and human development in the delivery of outputs?

#### 4.4. Sustainability

The evaluator will assess what extent intervention benefits will continue even after the external development assistance is concluded and the principal factors influencing the achievement or non-achievement of the interventions' sustainability.

- What indications are there that the outcomes will be sustained, e.g., through requisite capacities (e.g. systems, structures and staff)?
- To what extent do the UNDP established mechanisms ensure sustainability of the policymaking interventions?
- To what extent has engagement in triangular and South-South Cooperation and knowledge management contributed to the sustainability of the programme?
- How will concerns for gender equality, human rights and human development be taken forward by primary stakeholders?

### 5. Methodology and Approach

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. UNDP suggests the evaluation to rely on:

**5.1. Document review** of all relevant documentation prepared by the UNDP programme, including but not limited to the following:

- United Nations Strategic Framework in Lebanon
- Country Programme Document
- UNDP Lebanon website
- Annual Report (ROAR)
- Financial overview of projects (excel sheet)
- Presentation: overview of the programme
- Previous Energy and Environment Evaluation Report (2012)
- Sample project evaluations and project donor reports

- Annual and quarterly project reports

**5.2. Semi-structured interviews** stakeholders who have work with UNDP in the field of environment. The evaluator is expected to follow a collaborative and participatory approach ensuring close engagement with the Project Team, government counterparts, the UNDP Country Office(s) and other key stakeholders. All interviews should be undertaken in full confidence and anonymity. The final evaluation report should not assign specific comments to individuals. The tentative suggestion is to perform around 30 – 32 interviews. The preliminary list of interviews is provided below:

- Ministry of Environment: 3 persons;
- Council for Development and Reconstruction: 1 person;
- Ministry of Energy and Water: 2 persons;
- Lebanese Agriculture Research Institute: 1 person;
- Programme donors: 4 persons;
- Various projects staff: 10 persons;
- Other UNDP Programmes: 2 persons;
- Private sector: 3 persons;
- Civil sector organisations/NGOs: 2 persons;
- Academic institutions: 1 person.

UNDP will facilitate the organization of the interviews. This method includes, inter alia:

- Development of evaluation questions around relevance, efficiency, effectiveness, and sustainability designed for different stakeholders to be interviewed.
- Key informant interviews and focus group discussions with beneficiaries and stakeholders.

**5.3. Site visits:** one or two site visits will be organised during the mission to some of the project sites depending on availability and time schedule. Interviews with beneficiaries and local community will be organised to provide the evaluator.

## 6. Deliverables and Evaluation Report Format

**6.1. Evaluation inception report**, totalling not more than 10 pages plus annexes. The inception report should be prepared by the evaluator before going into the full-fledged evaluation exercise. It should detail the evaluator's understanding of what is being evaluated and why, showing how each evaluation question will be answered by way of: proposed methods; proposed sources of data; and data collection procedures. The inception report should include a proposed schedule of tasks, activities and deliverables, designating a team member with the lead responsibility for each task or product. The inception report provides the programme unit and the evaluators with an opportunity to verify that they share the same understanding about the evaluation and clarify any misunderstanding at the outset. The programme unit and key stakeholders in the evaluation should review the inception report to ensure that the evaluation meets the required quality criteria

**6.2. Draft evaluation report**, totalling not more than 40 pages plus annexes, with an executive summary of not more than 3 pages describing key findings and recommendations. The programme unit and key stakeholders in the evaluation should review the draft evaluation report to ensure that the evaluation meets the required quality criteria

**6.3. Evaluation report audit trail:** Comments and changes by the evaluator in response to the draft report should be retained by the evaluator to show how the evaluator have addressed comments.

**6.4. Final evaluation report.** The evaluator will ensure that the report, to the extent possible, complies with the UNEG Quality Checklist for Evaluation Reports.

**6.5. Evaluation brief and a power point presentation** for UNDP management.

### Report Format

The expected output of the evaluation is a comprehensive report which includes recommendations and suggestion for programme improvement. The outline of the report should be in line with UNDP guidelines, as defined and explained in the UNDP Handbook on Planning, Monitoring and Evaluating for Development Results. The final report should comply with the UNEG Quality Checklist for Evaluation Reports. The report should include (but not be limited to) the following:

- Executive summary
- Introduction/background
- Programme objectives and its development context
- Purpose and scope of the evaluation
- Evaluation approach and methods
  - o Data sources, data collection procedures and instruments
  - o Data analysis
  - o Major limitations of the methodology (including steps taken to mitigate them)
- Findings
  1. Programme effectiveness
  2. Relevance
  3. Efficiency
  4. Sustainability
  5. Monitoring and Evaluation (including risk management)
    6. Ratings on relevance of outcome
      - Conclusions
      - Recommendations
      - Lessons learned
      - Annexes

## **Guidance Documents**

The evaluation should be based on UNDP's evaluation policy and other supporting documents, including but not limited to the below:

- Handbook on Planning, Monitoring and Evaluating for Development Results (available online: <http://web.undp.org/evaluation/handbook/documents/english/pme-handbook.pdf>)
- Outcome-level evaluation: a companion guide to the handbook on planning monitoring and evaluating for development results for programme units and evaluators (available online: [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%20_Evaluation_2011.pdf) )
- The evaluation policy of UNDP <http://web.undp.org/evaluation/documents/Evaluation-Policy.pdf>
- UNEG Quality Checklist for Evaluation Reports

## **7. Institutional Arrangements**

UNDP has full ownership of the activity and of its final product. Thus, any public mention (including through social media) about the activity should state clearly that ownership. In addition, any public appearance or related published work related to the activity should be coordinated and approved by UNDP in advance. Any visibility material or product produced for this assignment must be in the name of UNDP.

The principal responsibility for managing this evaluation resides with the UNDP Lebanon Country Office, Energy and Environment Programme unit. UNDP Lebanon office will contract the consultant and ensure the timely provision of travel arrangements within the country.

### **7.1 Responsibilities of the evaluator:**

- The consultant should have the needed skills to carry out the assignment. The evaluation will be fully independent, the consultant will retain enough flexibility to determine the best approach in collecting and analyzing data for the outcome evaluation;
- Responsible of all logistics to and from Lebanon and to and from the hotel in Beirut to the UNDP Country Office;
- Responsible for the follow-up on attaining all documents and reports as needed.

### **7.2 Responsibilities of UNDP**

To facilitate the evaluation process, the Energy and Environment Programme Team will assist in connecting the evaluator with the senior management, and key stakeholders. In addition, the UNDP will assist in organizing the field visits and meetings. During the evaluation, UNDP will help identify key partners for interviews by the evaluation team.

## **8. Evaluation ethics**

Evaluations in UNDP shall be conducted in accordance with the principles outlined in the UNEG “Ethical Guidelines for Evaluation”.

## **9. Qualifications Required**

Consultant must have work experience with development and environmental projects with UN or international organisations/NGOs and previous evaluation experience. Willingness to travel to Lebanon is a requirement. The International Consultant should possess the following minimum qualifications:

**i. Academic Qualifications:** Masters degree in environmental management or international development or closely related field.

**ii. Years of Experience:**

- a. The Consultant should have a minimum of 10 years of professional experience in the field of development and environmental projects;
- b. The Consultant should have previously completed at least 2 similar evaluations (previous evaluation should be submitted with the bid); Completing a similar evaluation within the UN system is an asset;
- c. Good knowledge of procedures governing the implementation and management of internationally funded projects and programme
- d. Knowledge of the national or regional situation and context is an asset

**iii. Competencies:**

- a. Good communication skills in English;
- b. French and Arabic are a plus;
- c. Demonstrable analytical skills;
- d. Proficiency in computer use.

## **10. Duration of Contract**

The overall duration of the tasks covered by this ToR has been estimated not to exceed 25 work days, including the mission to Beirut and related desk-work, over a period of 2 months. This should include a mission to Lebanon of 5 working days during this time period.

## ANNEX 2 Outcome model

### 2a Strategic Results Framework for UNSF Outcome 3.3

<b>UNSF Outcome 3.3. Lebanon has improved environmental governance.</b> Contributing agencies: UNDP, UNEP, UNICEF, FAO, UNIDO, UNRWA, UNOPS, UNIFIL, UN Women Counterparts: MOE, MOEW, MOIM, MOA, CDR, CAS, MOI, IRI, ALI, LCEC				
Indicators, baselines (2015) and targets (2020)	Means of verification	Role of UN	UN Indicative Resources	Delivery framework (UN)
3.3.1. Number of initiatives linked to the national solid waste management Strategy implemented at regional and local level.  <i>Baseline: 32</i> <i>Target: 13</i>	National reports of Ministry of Environment and reports to donors.	<ul style="list-style-type: none"> <li>Support the improvement of national solid waste management systems (including medical, hazardous and e-waste).</li> <li>Provide rubbish collection and removal services in Palestine refugee camps.</li> <li>Improve access to (sustainable) energy including renewable energy sources and support.</li> <li>Assist in awareness raising on key national and international environmental issues.</li> <li>Promote the reduction of sources of pollution including air pollution, water and wastewater pollution from various sources.</li> <li>Support reduced environmental impact and lowered production costs in industry through integrated pollution prevention and control.</li> </ul>	UNOPS: \$ 7 million  UNIDO: \$ 6 million  FAO: \$ 17 million	LCRP  UNDP CPD  UNIDO Country Programme Framework 2015-2018  UNRWA Medium Term Strategy 2016-21 and Strategic Response Plan for Lebanon 2016-21
3.3.2. Increase in the number of resource efficient and cleaner production initiatives in industry.  <i>Baseline: 39</i> <i>Target: 69</i>	Ministry of Industry reports, ALI, IRI/LCPC and UNIDO annual reports		UNDP: \$ 40 million  UNICEF: \$ 10 million	FAO Country Programme Framework (2016-2019)  UNEP POW 2016-2017 and MTS, 2018-2021
3.3.3. Tones of CO2 eq emissions (or equivalent) reduced in the industrial and commercial sectors.  <i>Baseline: 0 tones of CO2 eq</i> <i>Targets: 9,600 tons of CO2 eq</i>	National reports to the UNFCCC, Ministry of Energy and Water (NEEAP and NREAP) reports		UN-Habitat: \$ 2 million  UN Women: \$ 0.5 million  UNEP: \$ 0.1 million	UN-Habitat CPD (2017-2020)



<p>3.3.4. [SDG 15.9.1] Number of national development plans and processes integrating: biodiversity, renewable energy, energy efficiency, sustainable consumption and production, climate change, sound chemical management, sustainable consumption &amp; production and ecosystem services values.</p> <p><i>Baseline: 3</i> <i>Target: 6</i></p>	<p>Statistics reports (CAS), CDR reports, national database of MoE and Council of Ministers decisions</p>	<ul style="list-style-type: none"> <li>● Improve access to (sustainable) energy including renewable energy sources</li> <li>● Promote adaptation and mitigation action to combat climate change at the national level.</li> <li>● Support for the implementation of NEEAP and NREAP</li> <li>● Support the improvement of natural resources management and the protection of sensitive areas (including terrestrial and marine ecosystems).</li> <li>● Promote sustainable agriculture production with a reduction of the agriculture footprint on the environment.</li> </ul>	<p><b>Indicative total: \$ 82.6 million</b></p>	
<p>3.3.5. Number of costed projects for phase-out of POPs developed resulting from survey assessments undertaken.</p> <p><i>Baseline: 0</i> <i>Target: 1</i></p>	<p>-Renewable energy (NEEAP and NREAP) reports, MoE reports and UNEP project reports</p>			
<p>3.3.6. Number of adaptation to climate change projects developed and initiated in various sectors.</p> <p><i>Baseline: 5</i> <i>Target: 2</i></p>	<p>-MoE reports and UNFCCC reports</p>			
<p>3.3.7. Number and type of policies adopted for the reduction of the impact of agriculture on the environment</p> <p><i>Baseline: 0</i> <i>Target: 2</i></p>	<p>FAO monitoring reports</p> <p>GoL policies</p>			
<p>3.3.8. Number of initiatives linked to the energy efficiency and renewable energy action plans implemented at regional and local level.</p> <p><i>Baseline: 100 projects</i> <i>Target: 20% additional number of projects</i></p>	<p>Ministry of Energy and Water (NEEAP and NREAP) reports</p>			

## 2b Strategic Results Framework for CPD Priority Area 4

<b>4. National priority or goal:</b> Law 444/2002 - Framework for the protection of the environment.				
<b>United Nations Strategic Plan outcome involving UNDP: Outcome 3.3.</b> Lebanon has adopted measures to improve environmental governance.				
<b>Related UNDP strategic plan outcome: Outcome 1.</b> Growth and development are inclusive and sustainable, incorporating productive capacities that create employment and livelihoods for the poor and excluded.				
UNDAF outcome indicators, baselines, and targets	Data source and frequency of data collection, and responsibilities	Indicative country programme outputs (including indicators, baselines targets)	Major partners/partnerships Frameworks	Indicative resources by outcome (in \$ thousands)
<p><b>Outcome 4.1.</b> Tons of CO<sub>2</sub> eq emissions (or equivalent) reduced in the industrial and commercial sectors.</p> <p>Baseline: 0 tons of CO<sub>2</sub> eq Targets: 9,600 tons of CO<sub>2</sub>eq</p> <p><b>Outcome 4.2.</b> Number of adaptation to climate change projects developed and initiated in various sectors.</p> <p>Baseline: 5 Target: 2</p> <p><b>Outcome 4.3.</b> Number of national development plans and processes integrating: biodiversity, renewable energy, energy efficiency, sustainable consumption and production, climate change, sound chemical management, sustainable consumption &amp; production and ecosystem services values.</p> <p>Baseline: 3 Target: 6</p>	<p><b>Data source:</b> Min Environment (Climate Change National Reports) and/or Min Energy and Water National Reports <b>Frequency:</b> Annual <b>Responsibilities:</b> Government of Lebanon</p> <p><b>Data source:</b> Ministry of Environment (Climate Change Reports) <b>Frequency:</b> Biannually <b>Responsibilities:</b> Ministry of Environment/UNDP</p> <p><b>Data source:</b> National Water Sector Strategy <b>Frequency:</b> Annual <b>Responsibilities:</b> Ministry of Energy and Water</p> <p><b>Data source:</b> Hydrochlorofluorocarbons (HCFCs) phase-out management plan (Stage-II) agreement <b>Frequency:</b> Annual <b>Responsibilities:</b> Ministry of Environment and Industries</p>	<p><b>Output 4.1. Low emission climate resilient actions initiated</b></p> <p><b>Indicator 4.1.1.</b> Amount of energy saved from the implementation of decentralised and/or small-scale mitigation projects <i>Baseline:</i> 0.10 megawatts <i>Target:</i> 5.67 megawatts</p> <p><b>Indicator 4.1.2.</b> No. of mitigation and adaptation awareness raising and capacity building actions taken <i>Baseline:</i> 20 <i>Target:</i> 60</p> <p><b>Output 4.2. National Environmental Management Strengthened</b></p> <p><b>Indicator 4.2.1.</b> No. of environmental initiatives implemented in productive sectors <i>Baseline:</i> 1 <i>Target:</i> 25</p> <p><b>Indicator 4.2.2.</b> No. of solid waste, water and waste water management initiatives implemented <i>Baseline:</i> 2 <i>Target:</i> 10</p> <p><b>Indicator 4.2.3:</b> volume (tons) of Ozone Depleting Substances released <i>Baseline:</i> 66.15 ODP tons <i>Target:</i> 36.78 ODP tons</p>	<p>Ministries of Energy and Water, Environment, Agriculture;</p> <p>Water Establishments;</p> <p>Lebanese Agriculture Research Institute;</p> <p>Private Sector;</p> <p>Central Bank of Lebanon;</p> <p>Électricité du Liban.</p> <p>Donors:</p> <p>Global Environmental Facility,</p> <p>Montreal Protocol,</p> <p>private sector,</p> <p>Government of Lebanon</p>	<p><b>Regular: 0</b></p> <p><b>Other: 44,000</b></p> <p><b>Government cost-sharing: 10,000</b></p>

## ANNEX 3 Evaluation Questions Matrix

These questions help create the context, scope and thrust of the evaluation. They are not necessarily asked specifically.

QUESTIONS TO GUIDE DATA GATHERING	DATA SOURCES	COLLECTION METHODS
<b>Relevance</b> The evaluator will assess the degree to which UNDP considers the local context and problems. The evaluator will assess the extent to which the UNDP's objectives are consistent with national and local policies and the needs of intended beneficiaries (including connections to MDGs, government strategies and activities of other organizations).		
To what extent is the Outcome relevant to the country's current economic diversification objectives, MDGs, as well as the sectoral programs of relevant line ministries?	<ul style="list-style-type: none"><li>- E&amp;E Programme docs</li><li>- ProDocs</li><li>- UNDP AWP's</li><li>- Projects evaluation reports</li><li>- Gov't's national planning docs</li><li>- MDG progress reports</li><li>- Beneficiaries</li><li>- Project Managers</li></ul>	<ul style="list-style-type: none"><li>- UNDP UNSF review</li><li>- UNDP CPD review</li><li>- Review ProDocs</li><li>- Interview UNDP staff, Govt counterparts, Project Managers, beneficiaries</li><li>- Project site visits</li></ul>
How did the E&E portfolio promote the principles of gender equality, human rights-based approach, and conflict sensitivity?		
To what extent is program and project design relevant in addressing the identified priority needs in CPD 2017 – 2020?		
To what extent UNDP's outcome-level results are relevant to and consistent with the national environmental agenda, including national priorities and obligations in line with international conventions?		
Which programme areas are the most relevant and strategic for UNDP to consider going forward?		
<b>Effectiveness</b> The evaluator will assess the extent to which UNDP contributed to the achievement of Outcome 3.3. In evaluating effectiveness, it is useful to consider: 1) if the planning activities are coherent with the overall objectives and project purpose; 2) the analysis of principal factors influencing the achievement or non-achievement of the objectives.		
What has been the progress towards the achievement of the targets in the Outcome 3.3?	<ul style="list-style-type: none"><li>- Project evaluation reports</li><li>- Project progress reports (AWPs)</li><li>- UNDP staff</li><li>- Development partners</li><li>- Government partners</li><li>- Beneficiaries</li><li>- MDG Progress Reports</li></ul>	<ul style="list-style-type: none"><li>- Desk reviews of secondary data</li><li>- Interviews with government partners, development partners, UNDP staff, civil society partners, associations, and federations</li><li>- Field visits to selected projects</li></ul>
To what extent has progress been made towards outcome achievement? What has been UNDP's contribution to change?		
What have been the key results and changes? How has delivery of outputs led to outcome level progress? Are there any unexpected outcomes being achieved beyond the planned outcome?		
To what extent has UNDP succeeded in national partners' capacity development, advocacy on environmental issues including climate change issues and sustainable development goals?		
To what extent has UNDP succeeded in building partnership with civil society and local communities to promote environmental and disaster risk awareness in the Country?		
To what extent has the results at the outcome and outputs levels have benefitted women and men equitably and to what extent have marginalised groups benefited?		
<b>Efficiency</b> The evaluator will assess how economically resources or inputs have been converted to results. An initiative is efficient when it uses resources appropriately and economically to produce the desired outputs.		
How much time, resources and effort it takes to manage the E&E portfolio, what could be improved and how UNDP practices, policies, decisions, constraints and capabilities affect the performance of the Portfolio?	<ul style="list-style-type: none"><li>- E&amp;E Programme docs</li><li>- Annual Work Plans</li><li>- Project evaluation reports</li><li>- ATLAS reports</li><li>- Government partners</li><li>- Development partners</li><li>- UNDP staff (Programme Implementation Support Unit)</li><li>- E&amp;E Programme staff</li></ul>	<ul style="list-style-type: none"><li>- Desk reviews of secondary data</li><li>- Interviews with Programme staff, government partners and development partners</li></ul>
To what extent did monitoring systems provide data that allowed the programme to learn and adjust implementation accordingly?		
To what extent were partnership modalities conducive to the delivery of outputs? What have been roles, engagement and coordination among the stakeholders?		
Have UNDP succeeded in building synergies and leveraging with other programs and development agencies in Lebanon, including UNCT programming and implementation?		
To what extent has UNDP managed to establish viable and effective partnership strategies in relation to the achievement of the outcomes?		
What are the possible areas of partnerships with other national institutions, NGOs, UN Agencies, private sector and development partners?		
How did UNDP promote gender equality, human rights and human development in the delivery of outputs?		
<b>Sustainability</b> The evaluator will assess what extent intervention benefits will continue even after the external development assistance is concluded and the principal factors influencing the achievement or non-achievement of the interventions' sustainability.		
What indications are there that the outcomes will be sustained, e.g., through requisite capacities (e.g. systems, structures and staff)?	<ul style="list-style-type: none"><li>- Programme documents</li><li>- Annual Work Plans</li><li>- Evaluation reports</li><li>- UNDP Programme staff</li><li>- Government counterparts</li><li>- Project Managers</li></ul>	<ul style="list-style-type: none"><li>- Desk reviews of secondary data</li><li>- Interview UNDP Programme staff, Government counterparts, Project Managers</li></ul>
To what extent do the UNDP established mechanisms ensure sustainability of the policymaking interventions?		
To what extent has engagement in triangular and South-South Cooperation and knowledge management contributed to the sustainability of the programme?		
How will concerns for gender equality, human rights and human development be taken forward by primary stakeholders?		

## **ANNEX 4 Key documents and websites reviewed**

### **Documents**

Annual and quarterly reports (of representative projects)

Anon (2017) Final Report: HCFC Phase out Management Plan (HPMP) Stage-I for Compliance with the 2013 and 2015 control targets for Annex-C, Group-1 substances in Lebanon.

Anon (2017) Enhanced the resilience of host communities in Jordan and Lebanon for service delivery: Final Report.

Anon (2018) CEDRO IV Final Report, as available to Evaluator.

Anon (2018) Sustainable Oil and Gas Development in Lebanon (SODEL): Final Report.

Caroline van der Sluys (2012) Energy and Environment Programme Outcome Evaluation 2008 – 2012. United Nations Development Programme, Lebanon

Executive Board of the United Nations Development Programme and of the United Nations Population Fund (2010) The Evaluation Policy of UNDP

Executive Board of the United Nations Development Programme, the United Nations Population Fund and UNOPS (2013) UNDP Strategic Plan, 2014-2017: Changing with the World

Executive Board of the UNDP, the UN Population Fund and the UNOPS (2016) Country Programme Document for Lebanon (2017-2020)

Government of Lebanon and United Nations (2015) Lebanon Crisis Response Plan 2015-2016

Kris Prasada Rao, Bjørn Bauer and Lasse Twiggs Degn (2015) Mid---Term Evaluation of the Low Emission Capacity Building (LECB) Programme

Low Emission Capacity Building (LECB) Programme Volume 1: Evaluation Report.

Max Kasparek, (2007) Lebanon: Evaluation of the Energy & Environment Programme, An Outcome Evaluation

Projects Mid-Term Reviews (as available)

MoE, EU, UNDP (2014) Lebanon Environmental Assessment of the Syrian Conflict & Priority Interventions

Municipality of Saida (2016) The Rehabilitation of Saida Dumpsite.

Project Implementation Reports (PIRs) (of representative projects)

UNDP (2009) Country Programme Document for Lebanon, 2010-2014.

UNDP Lebanon Results Oriented Annual Report – 2016, 2017 and 2018.

UNDP MDG Progress Reports for 2016, 2017 and 2018

UNDP (2009) Handbook on Planning, Monitoring and Evaluating for Development Results

UNDP (2011) Outcome-level Evaluation: A companion guide to the handbook on planning monitoring and evaluating for development results for programme units and evaluators

UNDP Lebanon (2015) Private Sector Strategy

UNDP (2016) UNDP Gender Strategy: Lebanon.

UNDP Independent Evaluation Office (2019) UNDP Evaluation Guidelines

United Nations (2009) Development Assistance Framework (UNDAF), Lebanon, 2010-2014

United Nations Development Programme (UNDP), Ministry of the Environment (MoE), and the

United Nations (2016) United Nations Strategic Framework (UNSF) Lebanon 2017-2020

UNEG Quality Checklist for Evaluation Reports

World Bank (2016) Lebanon's Economic Outlook - Spring 2016. In: MENA Economic Monitor Report

## Websites

UNDP Lebanon <http://www.lb.undp.org/content/lebanon/en/home.html> and <http://www.lb.undp.org/content/lebanon/en/home/environmental-governance.html>

UNDP Corporate level <https://www.undp.org/content/undp/en/home/about-us.html>

UNDP Lebanon Country Profile <http://hdr.undp.org/en/countries/profiles/LBN>

Council for Development and Reconstruction <http://www.cdr.gov.lb/eng/home.asp>

Ministry of Environment <http://www.moe.gov.lb/?lang=en-us>

Sherif Arif (2017) The Institutional Strengthening of the Ministry of the Environment ISMOE. Project Evaluation Report <https://erc.undp.org/evaluation/evaluations/detail/8720>

Dinesh Aggarwal (2018) Terminal Evaluation Report: "Small Decentralized Renewable Energy Generation (DREG)" Project, Lebanon, <https://erc.undp.org/evaluation/evaluations/detail/8726>

Antoine Mansour and Jean Dib Haj (2017) Final Evaluation Report: Lebanon Host Communities Support Project <https://erc.undp.org/evaluation/evaluations/detail/8729>

Nicolas Tye (2018) Sustainable Land Management in the Qaraoun Catchment, Lebanon. Mid-Term Review <https://erc.undp.org/evaluation/evaluations/detail/8724>

Lebanon and the SDGs <http://www.un.org.lb/english/sdgs-in-lebanon>

## **ANNEX 5 Stakeholders consulted**

### **United Nations Development Programme (UNDP)**

Celine Moyroud, Resident Representative  
Jihan Seoud, E&E Programme Manager  
Joelle Salame, E&E Programme Associate  
Lea Matar, E&E Programme Assistant  
Noritaka Hara, E&E Programme Support  
Diana Menhem, SDG Project Manager  
Rowaida Khalife, Operations Manager  
Marat Murzabekov, Monitoring and Evaluation Officer

### **UNDP Project Managers and project staff**

Jil Amine, Project Manager DREG  
Hassan Harajli, Project Manager CEDRO  
Lea Kai Abou Jaoude, Project Manager UNFCCC  
Marwan Rizkallah, Project Manager LEPAP  
Mazen Hussein, Project Manager Montreal Protocol  
Nicolas Gharib, Project Manager SWM  
Nour Masri, Project Manager SLMQ  
Vahakn Kabakian, Project Manager NDCSP  
Manal Moussallem, Project Manager ISMoE  
Lara Haidar, Project Coordinator, Instit Strengthening for Implementation of Montreal Protocol  
Joumana Samaha Atiyeh, Communication & Admin Officer, ODS Montreal Protocol  
Tala Moukaddem, Project Assistant, Sustainable Land Management in Qaraoun Catchment Project  
Jibran Azar, Coordinator, Increasing Access to Water in Host-Communities (WASH)  
Stephanie Nakhel, Finance and Administration Officer, WASH  
Mahmoud Taleb, WASH Project Coordinator in the Bekaa  
Ramir Baddour, WASH Project Engineer, North regions  
Dominique Choueiter, Project Officer, SLM Qaraoun Project  
Ali Ibrahim, Site Engineer, SLM Qaraoun Project

### **Ministry of Environment**

Nadim Mroue, Head of Service of Natural Resources Conservation  
Adel Yacoub, Head of Department  
Bassam Sabbagh, Head of Service Solid Waste and Industrial Focal Point  
Samar Malek, Acting Head of Service of Environmental Technology

### **Ministry of Energy and Water**

Karim Osseiran, Advisor to the Minister  
Pierre Khoury, General Director, Lebanon Centre for Energy Conservation  
Michel-Ange Medlej, Advisor to the Minister, Alternative Fuels and past SODEL Project Manager

### **Ministry of Agriculture**

Chadi Mohanna, Rural Development Service

### **Council for Development and Reconstruction, CDR**

Wafa Charafiddine, Funding Division Director

### **Municipalities and local government**

Haj Wael, Firefighting Commander, Dahyieh Municipality  
Ali Selen, Municipal Engineer, Dahyieh Municipality  
Mohammad Saudi, Mayor of Saida Municipality  
Jihad Mouallem, Mayor of Qabb Elias  
Marwan Zebian, Mayor of Mdoukha  
Amkin Maghames, Mayor of Kaukaba

**World Bank**

Rami Nassif, Solid Waste Expert

**Projects funding partners**

Hanan Fawaz, Senior Advisor Water and Waste, German Development Bank (KfW)

Dietmar Ueberbacher, Programme Manager, Italian Cooperation

Carole Rigaud, Programme Manager, European Union (EU) Delegation to Lebanon

**Lebanon Agriculture Research Institute (LARI)**

Joseph Kahwaji, Head of Feed Laboratory

Dominique Choueiter, Gene Bank Curator

**Kassatly Chtaura, private sector company**

Nayef A Kassatly, Managing Director

**Sustainable Environmental Solutions (SES), private sector company**

Salah Tabbara, General Manager and Acting Chairman

**Solarnet, private sector company**

Jean Paul Sfeir, General Manager

**Civil organisations/NGOs**

Hisham Salwan, Association for Forests Development and Conservation, AFDC

Fatima, Lebanon Reforestation Initiative, LRI

**Community members**

Farmers at Qabb Elias

Shepherds near Kaukaba

Locals at Mdoukha

## ANNEX 6 Electronic questionnaire

6a) This questionnaire, adapted as appropriate, was distributed to Project Managers and project Funding Partners

OUTCOME EVALUATION OF THE UNDP LEBANON ENERGY AND ENVIRONMENT PROGRAMME	
This evaluation is part of the UNDP Country Programme cycle for the years 2016-2019. You are requested to fill out this questionnaire as Project Manager or Funding Partner for an intervention which ended in, ran through, or was initiated during this period. Your response will ensure that the evaluation achieves a true and comprehensive assessment of the conduct and achievements of the E&E Programme. It will also assist with the identification of lessons that could be learnt from this experience for the benefit of the next and future programmes. Your responses will be treated in the utmost confidence and any references will be anonymous.	
The questionnaire is formatted in simple MS-Word format. Please insert your responses in plain text in the indicated places and use the return email address, namely, <a href="mailto:philip.tortell@outlook.com">philip.tortell@outlook.com</a> . If you are responsible for more than one distinct project/intervention, please fill out a separate questionnaire for each project.	
It would be greatly appreciated if your responses could reach me within one week, <b>before 14 March</b> . All responses will be formally acknowledged. Thank you most sincerely for your valuable contribution to this evaluation.	
Philip Tortell, <i>Independent Evaluator</i>	

YOUR PROJECT DETAILS				
Project name:		PIMS #:	Your name:	
Year started:	Planned duration:	Planned closure:	Actual closure date:	Months extension (if any):
Project Objective:				
Project Outcome 1:				
Project Outcome 2:				
Project Outcome 3:				
Project Outcome 4:				
Government or NGO Implementing partner/s:				
Major partner/s to UNDP for funding purposes:				
Any general comments or observations on the project:				

PROJECT RELEVANCE
CPD Output that project contributes to (if known):
Government national strategy, policy, plan, etc, that project contributes to:
Does project design take into account the UNDP commitment to gender equality, human rights, conflict sensitivity?
Does the project contribute to Lebanon's progress towards the MDGs?



<b>PROJECT EFFECTIVENESS</b>
Has the project achieved, or will it achieve its targets (outcomes)?
Has the project had any unexpected outcomes, if so, what?
What has been the project's contribution to capacity development?
What has been the project's contribution to countering climate change impacts?
What has been the project's contribution to sustainable land management?
What has been the project's contribution to biodiversity protection?
What has been the project's contribution at the local community level?
What has been the project's contribution towards gender equality and empowerment of women?

<b>PROJECT EFFICIENCY</b>
Has the project received the appropriate advice, guidance and support from UNDP?
How could UNDP support and management be improved?
Did UNDP promote/require gender equality, human rights and human development?
Has the project achieved, or will it achieve, its targets within the planned timescale?
Has the project achieved, or will it achieve, its targets within the allocated budget?
Did the project make use of partnership arrangements? Were they successful?
Are there other partners that could/should have been used?
Was the Project Board / Project Steering Committee useful to you as Project Manager? How?

<b>SUSTAINABILITY OF PROJECT BENEFITS/PRODUCTS</b>
Are the project benefits/outcomes likely to be sustained beyond the project?
Is there a "champion" to inherit the project benefits/outcomes when the project ends?
Is it likely that the necessary financial resources will be available?
Is it likely that inheriting institutions will have the required capacity?
Is it likely that there will be the necessary commitment from central and local government?
Are there any environmental risks (e.g. climate change) that could jeopardise the sustainability of project benefits?

## 6b) Collated responses from Project Managers of 17 projects

Questionnaire sent to 10 Project Managers. Nine responded but some of them for more than one project, hence the 17 projects covered by the responses.

PROJECT DETAILS		
Year started: <b>Range of dates. Earliest was 1998</b>	Actual closure date: <b>Range of dates. 5 closing 2019. One in 2023 and one in 2040</b>	Months extension (if any): <b>9 extended ranging from 3 to 48 months</b>
Project Objective: <b>Some PMs were not careful with the precise wording of their project objective 12 provided a reasonably clear statement of Objective and 5 were somewhat confused</b>		
Project Outcomes : <b>Few provided the formal outcomes in their precise wording. 6 were reasonably clear, but 11 seemed confused as to what was required</b>		
Government or NGO Implementing partner/s: <b>MoE 8, MoEW 4, GEF 3, plus others</b>		
Major partner/s to UNDP for funding purposes: <b>GEF, Netherlands Govt, Italian Govt, German Govt, DFID, EU, Australian Govt, plus some others</b>		
Any general comments or observations on the project: <b>10 had no comment. 2 said Good. Extension explained. Coordinated with MoA. Funds delayed</b>		

PROJECT RELEVANCE
CPD Output that project contributes to (if known): <b>10 had correct Output, 3 had none, 4 maybe</b>
Government national strategy, policy, plan, etc, that project contributes to: <b>4 seemed confused by question. 4 said NREAP. 2 said convention obligation. Others included policies for Solid Waste, Water, LRCP or multiple</b>
Does project design take into account the UNDP commitment to gender equality, human rights, conflict sensitivity? <b>10 YES, 7 NO</b>
Does the project contribute to Lebanon's progress towards the MDGs? <b>7 said YES. Specifically 9 said MDG7, 3 said 13, others mentioned included 1, 11, 9, 15, 2, 8, 5</b>

PROJECT EFFECTIVENESS
Has the project achieved, or will it achieve its targets (outcomes)? <b>15 said YES, 2 indicated probably</b>
Has the project had any unexpected outcomes, if so, what? <b>NO 12, 5 YES, but not always understood</b>
What has been the project's contribution to capacity development? <b>13 said YES it had contributed, 2 said NO and 2 said maybe</b>
What has been the project's contribution to countering climate change impacts? <b>12 said YES, 2 said NO and 3 said maybe</b>
What has been the project's contribution to sustainable land management? <b>6 said YES, 11 said NO</b>
What has been the project's contribution to biodiversity protection? <b>3 said YES, 8 said NO, 6 said yes but indirectly</b>
What has been the project's contribution at the local community level? <b>8 said YES, 7 said NO, 1 said maybe, and one no reply</b>
What has been the project's contribution towards gender equality and empowerment of women? <b>5 said YES, 12 said NO or N/A</b>

PROJECT EFFICIENCY
Has the project received the appropriate advice, guidance and support from UNDP? <b>All 17 said YES, all very positive</b>
How could UNDP support and management be improved? <b>3 said better liaison with other agencies; others - asked for better investment, improved funds processing, better expertise; one said ATLAS not reliable. 6 said prefer not to put in writing</b>
Did UNDP promote/require gender equality, human rights and human development? <b>All 17 said YES</b>

Has the project achieved, or will it achieve, its targets within the planned timescale?	13 said YES, 4 said expected
Has the project achieved, or will it achieve, its targets within the allocated budget?	16 said YES, 1 said expected
Did the project make use of partnership arrangements? Were they successful?	Question not always understood. Mentioned 5 local level, 4 private sector, 2 NGOs, 2 government
Are there other partners that could/should have been used?	At least 3 confused by question, 13 said NO and 1 said YES
Was the Project Board / Project Steering Committee useful to you as Project Manager? How?	14 said YES, 1 said no PSC, mainly guidance, sharing

SUSTAINABILITY OF PROJECT BENEFITS/PRODUCTS	
Are the project benefits/outcomes likely to be sustained beyond the project?	15 said YES, 1 said maybe and 1 said not guaranteed
Is there a “champion” to inherit the project benefits/outcomes when the project ends?	2 did not understand question. 13 said stakeholders, 4 said Executing Agency
Is it likely that the necessary financial resources will be available?	6 said YES, 11 said not assured
Is it likely that inheriting institutions will have the required capacity?	6 said YES, 11 said not assured
Is it likely that there will be the necessary commitment from central and local government?	13 said YES, 2 said NO, 2 said uncertain
Are there any environmental risks (e.g. climate change) that could jeopardise the sustainability of project benefits?	13 said NO, 4 said maybe

## **ANNEX 7 Possible Programme Document structure**

- 1 Introduction**  
same as in the CPD
- 2 Situation analysis**
  - 2.1 Needs and priorities - (identify arising from the CCA – same as in the CPD)
  - 2.2 The existing projects portfolio being carried over (timelines, targets/results sought and relevance to new needs and priorities)
- 3 Response**
  - 3.1 Programme design – Objective and Outcomes (in response to identified needs + priorities)
  - 3.2 Results targeted (soft and hard pipelines)
  - 3.3 Strategic Results Framework
- 4 Relevance**
  - 4.1 Fit within CPD
  - 4.2 Links to UNSF
- 5 Resources required**
  - 5.1 Management and support staff
  - 5.2 Expertise
  - 5.3 Financial resources and funding partners
  - 5.4 Implementing partners
  - 5.5 Communication and outreach
- 6 Monitoring**
  - 6.1 Targets at Programme level
  - 6.2 Responsibilities
  - 6.3 Monitoring plan
- 7 Risk management**

## ANNEX 8 Mission schedule

Arrival Beirut on Monday 01 April 2019

Date	Time	Person, Title	Location	Focal Point for the Day	Status
Wednesday 03 April 2019	09:30 – 11:00	E&E team meeting and overview of the agenda	UNDP 4 <sup>th</sup> floor conference rm	Joelle Salame (03 931 516)	Confirmed
	11:00 – 11:30	Diana Menhem, SDG Project Manager	UNDP 4th floor office		Confirmed
	11:30 – 12:00	Rowaida Khalife, Operations Manager	UNDP 3rd floor office		Confirmed
	12:00 – 13:30	Dahyieh Visit with Hassan Harajli, UNDP PM CEDRO4 Beirut Southern Suburb Municipality. Meet Municipality officials	Field: Dahyieh	Nicolas Gharib & Hassan Harajli (03 252515)	Confirmed
	13:30 – 18:00	Site visit & discussion with Nicolas Gharib, UNDP PM & Advisor, SWM Saida landfill and dumpsite (solid waste). Meet Mayor	Field: South Lebanon	Driver: Edwine	confirmed
Thursday 04 April 2019	08:30 – 09:00	Nadim Mroue, Head of Service & Adel Yacoub, Former FP SLMQ	Ministry of Environment	Lea Kai (03 744 252)	Confirmed
	09:00 – 09:45	Manal Moussallem, UNDP PM & Advisor to the Minister, ISMoE			Confirmed
	09:45 – 10:30	Bassam Sabbagh, Solid Waste & Industrial Focal Point, Head of Service			Confirmed
	10:30 – 11:15	Marwan Rizkallah, Project Manager, LEPAP			Confirmed
	11:15 – 12:00	Nicolas Gharib and Rami Nassif, World Bank Solid Waste Expert			Confirmed
	12:00 – 12:45	Samar Malek, UNFCCC & Montreal Protocol National Focal Point, MoE			Confirmed
	12:45 -13:30	Mazen Hussein, Project Manager, Ozone Office Project			Confirmed
	13:30 – 14:15	Vahakn Kabakian, PM & Advisor & Lea Kai, PM, Climate Change			Confirmed
	14: 15 – 16:00	Nayaf Kassatly, Kassatly Chtoura (private company LEPAP)			Confirmed
Friday 05 April 2019	08:30 – 09:30	Karim Osseiran, Advisor to MoEW	The Grid Coffee Souks	Hassan Harajli (71222555)	confirmed
	09:30 – 10:30	Hassan Harajli, Project Manager & Advisor, Sustainable Energy (CEDRO++)	CEDRO office)		Confirmed
	10:30 – 11:30	Salah Tabbara, Director, SES (private company)	Infratech Downtown Beirut (Annahar Building)		Confirmed
	12:30 – 13:30	Jean Paul Sfeir, Director, Solarnet (private company)	Solarnet, Beit Meri		confirmed
	14:30 – 15:30	Hanan Fawaz, KfW, German Development Bank	Cafe Cappuccino		Confirmed
Monday 08 April 2019	09:30 – 10:30	Chadi Mohanna, Rural Dev Service, Ministry of Agriculture	Min Agriculture Ministry of Energy and Water	Nicolas Gharib (03 252515)	Confirmed
	10:30 – 11:00	Nicolas Gharib, Coordinator, Irrigation Infrastructure + team		Driver: Edwine	
	11:00 – 12:00	Pierre Khoury, Advisor to the Minister			Confirmed
	12:30 – 13:30	Michael Ange Medlej. Advisor to the Minister			Confirmed

	14:30 – 16:30	Dietmar Ueberbacher, Programme Manager, Italian Cooperation			Confirmed
Tuesday 09 April 2019	08:30 – 09:00	Nayef Kassatly, Kassatly Chtaura – wastewater treatment system	Chtaura		Confirmed
	09:00 – 09:30	LARI green house and seed propagation unit	LARI, Tel Amara	Nour Masri (03693078)	
	10:45 – 10:30	Qabb Elias Municipality – meet Mayor Irrigation project visit (includes farmers)	Qabb Elias		
	12:00 – 15:00	Mdouka Municipality – meet Mayor and officials Demonstration plot for rangelands (includes local communities)	Mdoukha	Driver: Edwine	
	16:00 – 17:30	Meet Mayor and officials + Hisham Salwan, AFDC Visit Reforestation site	Mhaidthe		
Wednesday 10 April 2019	09:30 – 10:30	Carole Rigaud, Programme Manager, Energy, EU Delegation	EU Delegation, Beirut	Joelle Salame (03 931 516)	Confirmed
	11:30 – 12:30	Wafa Charafiddine, Council for Development and Reconstruction	Council for Development & Reconstruction	Driver: Edwine (tbc)	
	13:00 – 14:30	Lunch with team	UNDP CO E&E office		Confirmed
	14:30 – 16:00	Presentation of Findings with Celine Moyroud, RR & E&E team	UNDP RR Office		Confirmed

**Depart Beirut Thursday 11 April**