REVISED FINAL EVALUATION REPORT

Outcome Evaluation of UNDP´s Crisis Prevention and Recovery Programme in Lebanon

Primary Outcomes:

UNSF 1.2. Lebanese authorities are better equipped to maintain internal security and law and order in accordance with human rights principles

UNSF 1.3. Lebanon has institutionalised mechanisms to promote peace and prevent, mitigate and manage conflict at municipal level and local level.

Secondary Outcomes:

UNSF 2.1. Government's ability to improve the performance of institutions and promote participation and accountability increased

UNSF 3.1. Productive sectors strengthened to promote inclusive growth and local development especially in most disadvantaged areas

Evaluation commissioner: UNDP Lebanon

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19TH May 2019

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List of acronyms and abbreviations

CSAJ: Community Security and Access to Justice project

CO: Country Office

CP: Conflict Prevention

CPD: Country Programme Document

CPR: Crisis Prevention and Recovery

DAC: Development Assistance Committee

IEO: Independent Evaluation Office

LCRP: Lebanon Crisis Response Plan

LHSP: Lebanon Host Communities Support Project

LMAC: Lebanon Mine Action Centre

LPDC: Lebanese Palestinian Dialogue Committee

MEHE: Ministry of Education and Higher Education

MRR: Map of Risk and Resources (LHSP project)

MSS: Mechanism for Social Stability (PB project)

MSR: Mechanism for Stability and Resilience (LHSP and PB projects)

M&E: Monitoring and Evaluation

OECD: Organisations for Economic Cooperation and Development

PB: Peacebuilding in Lebanon project

PM: Project Manager

PMIT: Project Manager Interview Tool

RBM: Results-Based Management

SLD: Social & Local Development Programme (UNDP)

TOR: Terms of Reference

UNCT: United Nations Country Team

UNDG: United Nations Development Group

UNDP: United Nations Development Programme

UNEG: United Nations Evaluation Group

UNSF: United Nations Strategic Framework

UNRWA: United Nations Relief and Works Agency for Palestine Refugees

1   EXECUTIVE SUMMARY

UNDP's corporate policy is to evaluate its development cooperation with the host government on a regular basis in order to assess whether and how UNDP interventions contribute to the achievement of agreed outcomes, i.e. changes in the development situation and ultimately in people's lives. UNDP defines an outcome-level result as "the intended changes in development conditions that result from the interventions of governments and other stakeholders, including international development agencies. They are medium-term development results created through the delivery of outputs and the contributions of various partners and non-partners. *Outcomes provide a clear vision of what has changed or will change in the country, a particular region, or community within a period of time*. They normally relate to changes in institutional performance or behaviour among individuals or groups".[1]

1.1   Evaluation objective and intended audience

This report is meant primarily for the Country Office in order to inform the next CPR programme under the upcoming Country Programme Document (CPD) and in view of the Independent Country Programme Evaluation by the Independent Evaluation Office (IEO) which will take place later in 2019. As such it is a formative mid-term outcome evaluation over the period 2017-2019.

The purpose of this outcome-level mid-term evaluation of the CPR programme is to find out how UNDP Lebanon has gone about supporting processes and building capacities that may have helped make a difference, and whether and to what extent the planned outcomes 1.2 and 1.3 of the UNSF have been or are being achieved as a result of UNDP's work in the area of Crisis Prevention and Recovery (CPR).

1.2   Evaluation Methodology

The evaluation used a mixed-methods approach detailed in the inception report and further refined in the body of this evaluation report, with a strong focus on qualitative analysis, given the nature of the interventions under the CPR programme[2]. There was an agreement with the CO that the indicators being collected for the CPD were not necessarily meeting the needs to report in a meaningful way on the achievement of the outcomes. Therefore, an innovative

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[1] UNDP (2011); Outcome-level Evaluation: <u>A companion guide to the handbook on planning monitoring and evaluating for development results for programme units and evaluators</u>, p 3.
[2] 2 UNDP does not make a difference between a programme and a project. The CPR programme as referred to in this evaluation is the collection of individual projects that make up the CPR portfolio of interventions.

tool (PMIT – Programme Manager Interview Tool) was used to interview 8 of the 9 Programme Managers as key informants about their own projects, using the specific questionnaire included as annex, which includes specific criteria tailored to the Lebanese context. 45 semi-structured interviews were held with 37 women and 50 men from the different respondents' categories for 44 hours of data collection, yielding an average of 59 minutes per interview. In addition, purposive sampling was applied to visit four municipalities where the field-based projects were operating (Community Security and Access to Justice (CSAJ), Improving Living Conditions in Palestinian Gatherings (Gatherings), Peacebuilding in Lebanon, phase 3 (Peacebuilding)).

1.3 Most important findings and conclusions

UNDP has managed to achieve significant results across the interventions it is implementing under the CPR programme. In a very challenging environment that includes a long history of violence and conflict, the additional burden of the Syria crisis, now it its eight year, significantly adds to the complexity of the programming in the country. Because of the Syrian crisis, the major aid framework used by the international community is the Lebanon Crisis Response Plan, led by the Ministry of Social Affairs (MOSA) and co-chaired by the UNRC/HC. Both UNHCR and UNDP play a key role as co-chairs of the Inter-Sector working group under the LCRP, which has given UNDP some leverage in addressing issues outside the scope of meeting immediate humanitarian needs. UNDP has shown that its interventions are both relevant and possess a high strategic value, thus establishing the case for a continuation of these interventions. It has also shown that the projects contribute to their respective CPD/UNSF outcome statement to a significant extent, thereby showing it is able to achieve results in terms of changes in institutional performance (e.g. particularly at municipality level) and attitudes, sometimes behaviour, at the community level. Donors interviewed confirmed the good performance of the UNDP and their important role in creating enabling conditions that support social cohesion and stability. Success naturally varies depending on the municipality and the dynamics of each intervention area. But the tools and processes that have been developed are clearly contributing to results that feed into the CPD/UNSF outcome objectives.

UNDP is respected and seen as less politicised than other UN agencies. It is therefore also playing an important enabling role for agencies such as UNHCR and UNRWA and is very useful to open ground at local level given their good relationship to government. It is also good at leveraging and establishing important partnerships – with government, NGOs, UN agencies, donors, and other actors – that have been essential to support the performance of the organisation and critical in contributing to the outcome results. Another key strength of the UNDP CPR is the quality and capability of its staff, that are probably UNDP's biggest asset. UNDP works both at field level, through a bottom-up participatory approach that lets the local

stakeholders drive the process, and to some extent at the policy level, when and where such entry points exist (for example through the LPDC).

UNDP however is not good at communicating or reporting on the successes and outcomes it achieves. More investment on RBM for outcomes and communication for results is needed, as many of the essential factors of success in the various interventions are not necessarily visible and require a certain time – the soft skills that are indispensable to create the "connections" between the different groups. As this process is largely intangible, it is difficult (but not impossible) to provide adequate monitoring and reporting to show the evolution of the process in the areas of intervention. Overall UNDP's performance is quite satisfactory taking into consideration the complexity and difficulty of the operating environment.

1.4   Main recommendations

The level to which conflict sensitivity (and its meaning in an operational language) is actually incorporated in all of the UNDP interventions is questionable outside of the core CPR projects. All UNDP interventions in Lebanon necessarily need to be **conflict and gender sensitive** at minimum, in addition to ensuring an environmental sensitivity. Better structuring of the CPR programme and slotting of the interventions across the CO programmes around specific outcomes would enhance the level of internal coherence amongst projects.

UNDP CO should define its theory of change (ToC) for the next CPD, that would allow to align the CPR programme to an overarching programmatic outcome related to diminishing tensions, conflict prevention, social cohesion, stability, conflict management, peacebuilding, or any other term that is leveraging due support from the international community, with a clarity about its primary objective: avoid the resurgence of open conflict.

The use of the 251 LCRP vulnerable communities as priority intervention areas[3] should be well monitored, as vulnerability is dynamic and shifts in time, and UNDP should not avoid to work outside these municipalities provided it can do so with clear criteria and a rationale for its intervention (e.g. responding to uncovered conflict drivers). It should also define better its corporate language when dealing with conflict, so that the terminology is clear to all its audiences, inside and outside of UNDP. Given the persistently high level of needs and despite its efforts, UNDP should scale-up the field based interventions and ensure it is monitoring its coverage to identify to what extent the identified needs are being covered, which identifying complementary projects at the policy level.

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[3] The map of the 251 most vulnerable localities in Lebanon was drawn-up in March 2015 and includes the majority of deprived Lebanese (67%), and persons displaced from Syria (87%) living in the 251 most vulnerable cadastres, out of a total of 1,653 nationwide. This is the LCRP priority intervention area. The map with its vulnerability criteria is included as annex.

2 Object of the evaluation

2.1 Overview of the evaluation object

This is a formative mid-term evaluation of UNDP's Crisis Prevention and Recovery (CPR) programme under the Country Programme Documents (CPD) 2017-2020. The outcome statements of the CPD are the same as those of the United Nations Strategic Framework (UNSF) 2017-2020.

The CPR programme is comprised by at present nine different projects as listed hereunder (7 Peacebuilding has two sub-projects with separate Atlas numbers). In addition, there are two projects (1. Tensions and 9. Common Space Initiative), which are not part of CPR programme at UNDP Lebanon but contribute to the outcome 1.3 and 2.1 of UNDP CPD (thus managed by a different unit at the Country Office Level).

*Table 1 List of UNDP interventions in the CPR programme 2017-2019*

Nr.	Title	CPD output	CPD/UNSF Outcome
1	Tensions Monitoring System - Tensions	1.2.	1.3.
2	Preventing Violent Extremism - PVE	1.2.	1.3.
3	Enhancing the capacity of the Lebanon Mine Action centre – LMAC	3.1	2.1.
4	Strengthening Disaster Risk Management Capacities in Lebanon Phase 3 - DRM	3.1	2.1.
5	Support the Implementation of the Lebanese Palestinian Dialogue Committee (LPDC) Strategic Plan, Phase I – LPDC	1.1.	2.1.
6	Improving Living conditions in Palestinian Gatherings Host Communities - Gatherings	3.1	3.1.
7	Peacebuilding in Lebanon, Phase 3 – Peacebuilding (PB)	1.2.	1.3.
7a	PB in Lebanon phase 3 – Strengthening Tripoli's social cohesion – PB Tripoli	1.2.	1.3.
7b	Employment and Peacebuilding – Building Bridges amongst "Youth at Risk" in Lebanon – Youth	1.2.	1.3.
8	Enhancing Community Security and Access to Justice in Lebanese Host Communities - CSAJ	1.3.	1.2.
9	Support Office for Consensus Building, Civil Peace and Constitutional Strengthening – Common Space	1.1.	2.1.

There is thus no single Theory of Change (TOC) to link the different interventions as four different outcomes are guiding the different projects of the unit.

2.2 Logic Model and expected results chain

The Country Office (CO) has nonetheless developed a diagram to show how each project contributes to the relevant outcome statement, as shown hereunder:

Figure 1 UNDP CPR Programme and Strategic Results

Figure 1 UNDP CPR Programme and Strategic Results
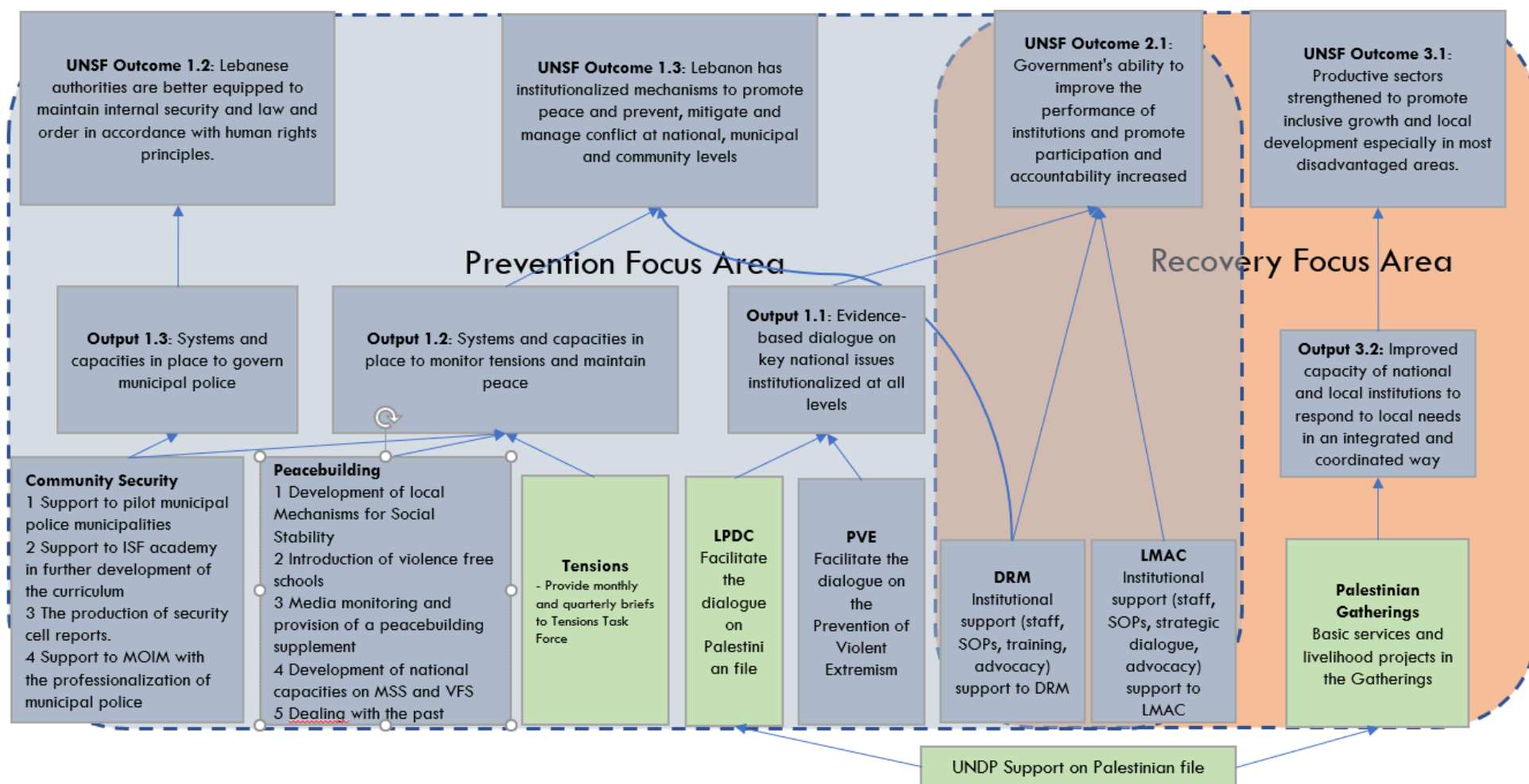
This represents the intervention logic of the various projects and their relationship to the CPD's output and the higher-level outcome statements from the CPD/UNSF. The first box in the lower left-hand corner is Project 8 CSAJ, and the next box to the right corresponds to projects 7 Peacebuilding in Lebanon phase 3, 7a Peacebuilding in Lebanon Phase 3 – Strengthening Lebanon Social Cohesion, 7b Youth at Risk.

Delivery for the six projects that are slotted under the CPR programme (excluding project 1 Tensions and project 9 Common Space Initiative) has been of USD 11.5 million in 2017 and USD 7.7 million in 2018[4]. Project 2 PVE only started on 1st January 2019 and therefore has no delivery in 2017-2018.

2.3   Country Context

Lebanon is a country that remains subject to a very high level of political instability even after the end of its civil war, from the mid-seventies until 1990 with an estimated casualty toll of over 100,000. Since the end of the civil war, the country has been subject to recurrent violence and political turmoil, but it has managed to avoid a return to open conflict, despite recurrent violent incidents. In 2006 the country experienced a short war with Israel until a United Nations ceasefire was brokered. Tensions appear again to escalate as a result of the Syrian crisis entering its eight year and the massive influx of more than one million Syrian refugees, which adds to an already very complex and delicate political situation and puts severe strains on the available public services and resources, not to mention competition for jobs. Lebanon also hosts a substantial population of 174,422 Palestinian refugees in the 12 camps and 156 gatherings according to the 2017 Census undertaken by the LPDC project, which means that Lebanon hosts at least 1.2 million refugees. Considering that the Lebanese population was estimated at 7.3 million in 2018[5], this means that refugees make up at least 16.5% of the total population in Lebanon. Following a cabinet reshuffle, some ministers have been on the job for less than four months at the time of this evaluation.

The social and economic costs on wages, employment, public services and stability is enormous and keep growing given the protracted Syrian crisis[6]. The challenge for UNDP is compounded by the very complex history of political alliances and divisions amongst a high

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[4] According to UNDP CO information

[5] According to the UN Department of Economic and Social Affairs: Population division, https://countrymeters.info/en/Lebanon

[6] Defined as a crisis lasting more than three years by the United Nations. About 89 per cent of humanitarian funding from OECD DAC members goes to crises lasting from the medium to the long term. See OCHA Think Brief July 2015.

number of militia and armed groups, some of which still operate to date and are responsible for some of the security incidents registered in 2017 and 2018.

The UNDP positioning in Lebanon is under the overarching umbrella of the Lebanon Crisis Response Plan, which is the primary reference document for actors providing humanitarian and crisis response in the country. The UN system is currently using the United Nations Strategic Framework 2017-2010 as the overall UN planning document (in substitution to the UNDAF – United Nations Development Framework). UNDP has in turn its own Country Programme Document (CPD) for 2017-2020 which indicates the outputs UNDP seeks to produce in order to achieve the outcomes. The same outcome statements mentioned in the UNSF results framework are being used for the UNDP CPD, which indicates that the CPD outcomes are fully aligned with the UNSF.

2.4   Scale and complexity of the evaluation

This mid-term formative outcome evaluation is complex because both of country and regional contexts. The Syrian crisis triggered the Regional Refugee and Resilience Plan called 3RP which addresses the response from the UN and NGOs to the impact of the Syrian Crisis in Turkey, Lebanon, Jordan, Egypt and Iraq, in support of national efforts. In Lebanon the national response is contained in the LCRP, a USD 1.2 billion multi-sector response (2017) targeting the needs of 2 million beneficiaries in the country. The Governance mechanism of the LCRP is led by the Minister of Social Affairs (MOSA) and the UN Resident Coordinator/Humanitarian Coordinator. The LCRP aligns with both stabilisation and humanitarian dimensions and UNCHR and UNDP act as co-chairs of the Inter-Sectoral Working Group in line with their specialised mandates. Social stability has been coined as a term in which crisis response and conflict prevention interventions appear to find their expression. But the language used is not entirely clear.

Within the Social Stability Sector, UNDP has a project called "Lebanon Host Communities Project" which was launched in 2013 and has three main goals[7]:

1. Increase the livelihoods and economic opportunities mainly in affected areas
2. Strengthen the capacity of local and national actors to assess and respond to the needs and risks in a community participatory driven and conflict sensitive approach
3. Improve the local level dispute resolution and community security

This project is not slotted under the CPR unit but has nonetheless direct linkages to the work of the older Peacebuilding in Lebanon project which started in 2006, particularly for goals two and three. This project has become the entry point for funding under the "social stability"

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[7] LHSP Project document substantive revision 00084708 dated 28 September 2015 signed by the UNDP Country Director and the President of the CDR and Minister of the MOSA, p. 5

heading for UNDP. As this project and the Peacebuilding in Lebanon Project do not work under the same programme, communication and relations are not as tight as they could be. In particular, both projects have used similar mechanisms to work at community level (Map of Risk and Resources -MRR- for the LHSP, Mechanism for Social Stability -MSS- for the PB project) in the same geographical areas, which has led to a recognised need for streamlining of the processes into one single mechanism to avoid confusion, which was tested in 110 communities at the end of last year: the Mechanism for Stability and Resilience (MSR).

The evaluation has therefore a high level of complexity, as it is necessary to understand the overall planning and programmatic frameworks used in Lebanon (LCRP and UNSF) as well as the internal structure of the UNDP Country Office with projects that cut across programmes and units and respond to different outcomes.

2.5   Key stakeholders involved

This mid-term outcome-level evaluation of UNDP CPR programme has been commissioned by the UNDP Country Office (CO) as a decentralized evaluation. It is taking place before the Independent Country Programme Evaluation (ICPE) that is undertaken by the Independent Evaluation Office of the UNDP and may also be used to inform said evaluation[8]. The CO has recruited an independent evaluation consultant with substantial experience in evaluations, peacebuilding, UN and UNDP evaluations, both at corporate and decentralized levels. The key stakeholders are the UNDP Country Office, the various partners from the UNDP CO, the Government counterparts, the UNCT, civil society partners and potentially donors.

3   Evaluation purpose, objective and scope

3.1   Evaluation purpose

The purpose of this outcome-level mid-term evaluation of the CPR programme is to find out how UNDP Lebanon has gone about supporting processes and building capacities that may have, indeed, helped make a difference, and whether and to what extent the planned outcomes 1.2 and 1.3 of the UNSF have been or are being achieved as a result of UNDP's work in the area of Conflict Prevention and Recovery. The scope of the evaluation is the CPR programme covering the period 2017 until the time of the evaluation (April 2019). While the primary focus is on UNDP's contribution to UNSF outcome 1.2 and 1.3, it will also assess UNDP's contribution to UNSF outcome 2.1 and 3.1. through the following interventions: Gatherings, LMAC and LPDC. The evaluation is intended to provide forward looking

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[8] ICPE is now the type of evaluation used to assess global CO performance. It has replaced the Assessment of Development Results (ADR) that was being carried out in the past by the IEO.

recommendations and assist in shaping the vision for the new cycle of the UNDP country programme. The evaluation will 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 and identification of good practices. The primary users will be the UNDP in Lebanon, national stakeholders, implementing partners, donors and other interested stakeholders. The evaluation report will be placed on the UNDP's Evaluation Resource Centre (ERC) for easy access by all interested parties.

3.2   Evaluation objectives and scope

The objectives of the evaluation are to assess the CPR programme at macro level during the period ranging from January 2017 to April 2019. The evaluation has:

- Assessed the effectiveness and relevance of UNDP's CPR programme to meet the priorities of the UN's normative frameworks which represent international good practice references, such as the Human Rights Based Approach or Gender, and those of the Government of Lebanon, in the field of crisis prevention and recovery. This assessment will feed in the UNDP country programme evaluation.
- Provided concrete and actionable recommendations at the strategic and operational levels for the formulation of the new programme and lay out the vision and rationale for such a vision. As such this is a prospective evaluation with recommendations primarily looking forward to informing the new cycle of CPD for UNDP Lebanon.
- Assessed the performance of the programme implementation approach and undertake an analysis of the current areas of strengths, weaknesses and gaps.

The evaluation has captured and demonstrates evaluative evidence of its contributions to the outcome results referred above as articulated both in the UNSF and the CPD[9]. It is carried out in line with the UNDP guidance on Outcome-level evaluation[10], of the UNDP PME Handbook[11], the UNDG Result-Based Management Handbook[12], Evaluating Peacebuilding

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[9] Note that the Outcomes Statements are the same in the UNSF and the CPD.

[10] UNDP, Outcome-level evaluation, a companion guide to the Handbook on Planning, Monitoring and evaluation for development results for programme units and evaluators, December 2011

[11] UNDP, Handbook on Planning, Monitoring and Evaluating for Development Results, 2009

[12] UNDG, Results-Based Management Handbook, Harmonizing RBM concepts and approaches for improved development results at country level, October 2011

Activities in Settings of Conflict and Fragility: Improving Learning for Results,[13] and following the provisions of the UNDP evaluation policy.

The outcome evaluation demonstrates whether, why and how the outcomes have been accomplished or are likely to be achieved, and the contribution of the UNDP to a change in the development conditions of the country, after two years of project and actions implementation. **The outcome evaluation covers the period 2017-2019** as defined in the terms of reference. However, as only 27 months of the five-year cycle are being appraised, and the CPD and most of the CPR interventions are still being implemented, some outcomes are not yet fully achieved. Rather the evaluation focused on the elements and the processes developed during these two years and a quarter as building blocks towards the realisation of the outcomes. As such, the evaluation has a prospective nature given its timing as a mid-term formative evaluation[14].

3.3   Evaluation criteria

The evaluation addresses the four criteria laid out in the OECD-DAC Principles for Evaluation of Development Assistance,[15] which defines the following:

Relevance: The extent to which the objectives of a development intervention are consistent with beneficiaries' requirements, country needs, global priorities and partners' and donors' policies.

Effectiveness: The extent to which the development intervention's objectives were achieved, or are expected to be achieved, taking into account their relative importance.

Efficiency: A measure of how economically resources/inputs (funds, expertise, time, etc.) are converted to results.

Sustainability: The continuation of benefits from a development intervention after major development assistance has been completed.

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[13] OECD (2012), Evaluating Peacebuilding Activities in Settings of Conflict and Fragility: Improving Learning for Results, DAC Guidelines and Reference Series, OECD Publishing, Paris, https://doi.org/10.1787/9789264106802-en.

[14] OECD/DAC defines as formative evaluation as an "Evaluation intended to improve performance, most often conducted during the implementation phase of projects or programs", OECD/DAC glossary 2002, p. 23. This type of evaluation focuses on the learning value of the process.

[15] The DAC *Principles for the Evaluation of Development Assistance*, OECD (1991), Glossary of Terms Used in Evaluation, in 'Methods and Procedures in Aid Evaluation', OECD (1986), and the *Glossary of Evaluation and Results Based Management (RBM) Terms*, OECD (2000).

However, given the nature of the evaluation, the country context, the type of interventions in the CPR programme, it appears necessary to have a broader vision than the traditional development evaluation criteria.

As such, during the initial discussion with the evaluation reference group, it was agreed that additional criteria would be used, drawn from the "Evaluation Peacebuilding Activities in Settings of Conflict and Fragility: Improving Learning for Results"[16], and that are regularly used when evaluating peacebuilding interventions. In addition to the four criteria, issues of **partnership, coherence and coverage** will also be analysed.

Partnerships, because the outcome achieved is always the result of *combined efforts* and not the result of a single agency, as mentioned in the UNDP outcome definition. Therefore, the strategy behind forging partnerships is a key element of analysis for the evaluation.

Coherence, because interventions in conflict prevention or peacebuilding contexts cannot be assessed in isolation. This also includes the linkages/connectedness of the intervention with the policy and national frameworks, as well as complementarity with other actors and between initiatives. The evaluation evidenced differences between *external coherence* which refers to the level of complementarity of the interventions amongst the various actors, and that of *internal coherence*, which speaks about how much the various UNDP interventions look for synergies and linkages with each other.

Coverage, because the context in Lebanon is both looking at immediate relief, early recovery and longer-term assistance, and the level of needs is alarming on all accounts. It is therefore important to assess the wider context and be able to establish to what extent interventions can fulfil the overall identified needs regardless of its category as humanitarian, early recovery or development. In conflict prevention and peacebuilding contexts, any kind of assistance must be conflict sensitive. Coverage indicates to what extend the needs have been covered in a given geographical area.

4 Evaluation Methodology

4.1 Evaluability

Unlike other decentralised outcome evaluations undertaken by the same consultant in other countries, UNDP Lebanon has a strong M&E system in place, a good repository of information and data, and an indicator tracking system that allows a good analysis of secondary sources, for the products and deliverables of the various interventions. It has also created a SharePoint

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[16] Op. Cit.

drive with all the relevant documentation for the evaluation and has also developed a useful presentation of the CPR Programme, with one slide showing how the different interventions relate to the strategic results and the planning framework[17].

The results framework at the UNSF and the CPD levels have clear outcome and output indicators, which are also mentioned in the TOR for the evaluation. However, most of the indicators are quantitative and do not necessarily inform well about the degree of achievement of the outcomes. Furthermore, they can only be collected after the interventions have been completed at the end of the intervention period, while this evaluation is taking place at mid-term. For example, for Outcome 1.3. the indicator 1.3 is "Number of municipalities providing policing services in line with regulatory framework and code of conduct". There is a lack of clarity on the baseline value, and at present the Code of Conduct is not yet implemented, so the indicator may possibly only be measured at the end of the project, but it will not necessarily provide a clear indication of achievement in absence of reliable baseline data. It was therefore agreed with the evaluation commissioner that the indicators will be reviewed during the evaluation but will not constitute the main source of evidence to inform the findings. Given that peacebuilding interventions often do not lend themselves particularly easily to quantifiable evidence of results, it is preferable to vary the sources of information in order to obtain various forms of qualitative evidence which can be used to contrast with the indicators and quantitative information available at the time of the evaluation. A variety of tools and methods will be used to ensure that the perception of all stakeholders is reflected in the analysis and interpretation of the data. An indicator is a measure at a specific time, but it is neutral and does not explain the reason behind its value. To understand change, it is necessary to complete quantitative information analysis with qualitative information.

4.2 Data collection methods and analysis

This section presents the evaluation matrix and proposed methodology based on the foregoing outline of UNDP's CPR programming. The figure below summarises the evaluation design through a diagram that shows the different levels of analysis from the individual interventions to the UNSF/CPD outcomes:

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[17] Please refer to the bibliographical annex for details regarding all the documents used by the evaluation

Figure 2. Evaluation Design
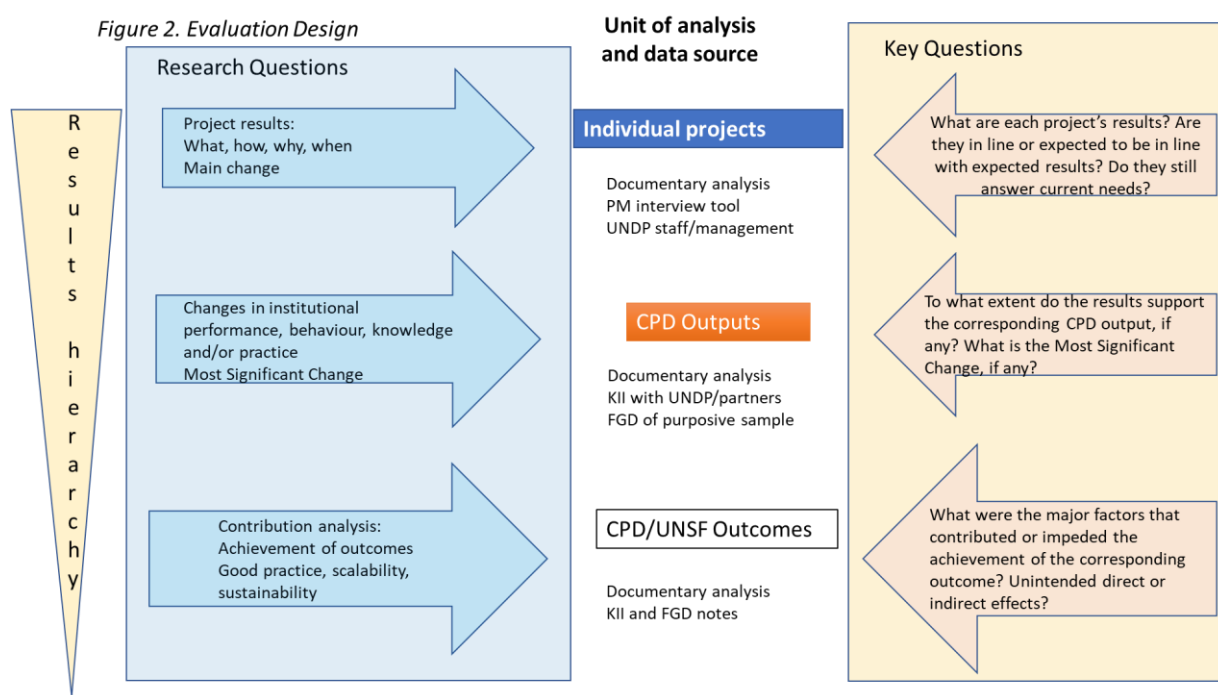
The approach to the evaluation was participatory and followed the recommendations of the "utilization-focused evaluation" approach that is described by M. Q. Patton in his book of the same name that continues to be a good practice reference material for the conduct of evaluations.[18] In order to ensure stakeholder participation, the evaluator gave an initial power point presentation of the evaluation process to all invited evaluation stakeholders on 1st April 2019. The objective was to explain the evaluation methodology to the wider stakeholder group as well as to obtain their own views and expectations from this mid-term formative outcome-evaluation process. Similarly, at the end of the in-country data collection on 12th April 2019, an internal two-hour debriefing workshop was held in which the preliminary findings and conclusions were discussed and shared with UNDP management and project managers.

The evaluation used a mix of methods in line with its objective and including an innovative data collection tool to be used for project managers regarding the results of the different interventions that make up the CPR programme as agreed with the evaluation reference group.

As defined in the UNDP Outcome-level evaluation companion guide, the main objective is to appraise the changes in institutional performance and/or behaviour as a result of the programme undertaken, which is not the sole contributor to the outcome, since an outcome is by essence the result of the contributions of multiple actors. The evaluation focused on intended or unintended changes and effects appraised through the various methods of data

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[18] M.Q. Patton, "Utilization-focused Evaluation", Sage Publications, 3rd Edition, 1998

collection that were used by the evaluation and through contribution analysis. Where the outcomes have not yet been achieved, the evaluation assessed the likelihood of achieving the outcomes. Given the nature of the CPR programme and the country context, all analysis was done through a conflict sensitive prism.

The evaluation mixed-methods approach consisted of the following phases. For every phase the evaluation used a range of tools and methods as described hereunder:

1) **Documentary review and analysis phase.**
This phase was based on the review and analysis of all documentation submitted via the SharePoint drive by UNDP. The amount of information was large and substantial time and effort was invested in the documentary analysis which started at the end of February 2019. The full bibliography is included as annex. Each document provided was read twice and content analysis and note taking was used. Questions and emerging topics were discussed with the evaluation reference group. The current inception report represented the main deliverable associated with phase 1. A set of data collection tools were developed, as well as the evaluation matrix, the definition of the key questions, and the preliminary selection of the evaluation respondents and tentatively two site visits for holding FGD based on purposive sampling (criterion: learning value based on best-case scenario, and most difficult case scenario)..

2) **In-country field data collection in Lebanon** from 1st April 2019 to 12th April 2019 inclusive. The different methods for collecting data were primarily:

Key Informant Interviews (KII): *Semi-structured interviews were undertaken using a questionnaire/interview protocol with several questions including close-ended and open-ended questions, as well as five-point rating scales, to ensure consistency and comparability.*

Project Manager interview tool (PMIT): *Semi-structured interviews were undertaken with eight project managers, in some cases including the project team (Gatherings, LMAC, DRM, partial team for Peace Building), in other cases only the project manager (CSAJ, PVE, Tensions).*

In order to obtain a more comprehensive view of the CPR programme interventions, a tool to provide a series of rating on a five-point scale was used with specific criteria, including specific peacebuilding criteria, as contained in the OECD/DAC guidance for evaluation of peacebuilding programmes.

The assumption in the use of this tool was that each project manager is the person best placed to inform the evaluator about the project's key results and is the best and most

knowledgeable respondent. As a result, a semi-structure interview with each PM except Common Space was held with the following criteria and using a five-point scale (from 1 minimum to 5 maximum):

Coverage, key results, relevance, funding availability, strategic value, partnerships, evaluability, coherence/connectedness

Each criterion was clearly explained to the PM in order to ensure that all project managers have the same understanding of the criteria. PM ratings were discussed with the evaluator and confronted to the evidence gathered during the documentary analysis and the contents of the evaluation reports (where available), so that the final ratings resulted from a mix between the PM appreciation and the credibility of the evidence provided for the rating. Some of the interviews were undertaken only with the project managers, while others such as for the Gatherings project the whole team was there. It was left up to the project manager to decide who would participate in the interview. Each project in the CPR programme was therefore expected to have a graphic like the following example, where Project 1 obtained the following ratings per criterion:

Coverage 3 – Key results 4 – relevance 5 – funding availability 3 – strategic value 2 – partnerships 5 – evaluability 3 – connectedness/coherence 3

Project 1 (example)
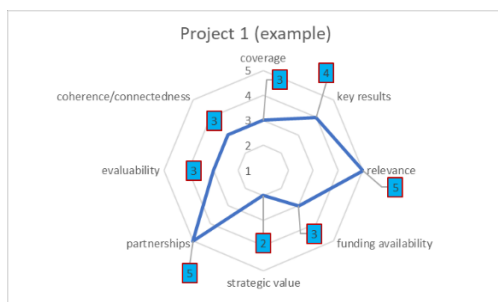
However, during the presentation of the preliminary findings of the evaluation the results from the tool were also presented and several programme managers appeared to question the methodology used to obtain the ratings, particularly as very different projects were being evaluated with the same criteria, and in some cases the use of an Non-Applicable (N/A) rating seemed to more adequately reflect the result of the interventions.

Since the objective of the formative evaluation is set on learning and not on providing a ranking of the best interventions in decreasing order, also to minimise the degree of perceived competitiveness amongst the projects, the evaluator, with the agreement of the evaluation manager, has decided to transform the five-scale rating system into a traffic light system (using the three colours of green, yellow and red), in addition to the N/A rating where a specific rating may not apply.

Therefore, the current report introduces the traffic light system to appraise the interventions, where green is good and corresponds to a rating of 3.5 to 5.0,

the yellow shows mixed result that needs improvement, with a rating of 2.1 to 3.4,

and the red a below-performance rating of 1.0 to 2.0 that requires immediate attention.

Another source of data collection was **on-site observation**. The evaluator visited various intervention areas (Burj Hammoud municipality, Tripoli area: Zgharta municipality, Chekka municipality, and Alkharayeb municipality) for those operational projects that work at municipality/community level (Peacebuilding, CSAJ, and Gatherings).

A total of 45 meetings were held with 37 women and 50 men for a total of 2,640 minutes of interview time. This amounts to 44 hours of continuous interview and an average of 59 minutes per interview. The different respondent categories are the following:

Table 2 Respondent categories

No of interviews	Category	Function	Location	women	men	Time
16	UNDP	Management and PM	Beirut and Tripoli	14	17	1090 m. 18,3 h.
3	UN agencies	UNRWA/HCR UNICEF	Beirut	3	2	160 m. 2,7 h.
5	Government	ISF/LAF/LPDC MOSA/SDC	Beirut, Tripoli	2	11	315 m. 5,3 h.
4	Municipality	Burj Hammoud, Zgharta, Chekka, Alkharayeb	Beirut, Tripoli	9	5	190 m. 3,3 h.
3	Donors	CSSF/DFID, KFW, Norway	Beirut	2	3	220 m. 3,8 h.
3	Municipal police	Police chief, one woman and one man	Burj Hammoud	1	2	105 m. 1,5 h.
6	NGOs	FFP, UMAM, PODS, Women Platform, Disability initiative, Play-back Theatre, Nat. Inst. Of social Care & VT	Beirut, Tripoli and Alkharayeb	4	6	275 m. 4,6 h.
2	RCO and interagency	RC & LCRP	Beirut	1	2	120 m. 2 h.
2	media	Mahara, L'Orient le Jour	Beirut	1	1	105 m. 1,5 h.

1	Consultant	Palestinian Dialogues	Beirut		1	60 m. 1 h.
45	*TOTAL*			*37*	*50*	*2640 m. 44 hours*

Findings were triangulated where and when possible (e.g. confirmed by three different sources) to ensure the credibility of the evaluation.

On 1st April 2019 a presentation of the evaluation was made to all stakeholders and on **12th April 2019** in the afternoon a Power Point presentation of the preliminary findings of the evaluation mission, as well as conclusions and recommendations, was made to UNDP management and project managers.[19]

3) **Preparation of the draft evaluation report**

Based on the data analysis of notes and evaluative evidence gathered during phases 1 and 2, the evaluator prepared the current draft evaluation report. An analysis of the KII notes was undertaken to review the ratings provided during the first two days of the mission through the PMIT tool (e.g. as the ratings were obtained before the KII with national counterparts and partners and the field visits). The traffic light system indicates the final and revised appraisal given by the evaluator.

4) **Final evaluation report**

This final evaluation report is submitted to the UNDP evaluation manager within three working days from the date of receipt of the consolidated comments (draft final 15/05/2019).

Purposive Sampling strategy for site visits:

It was discussed and agreed with the evaluation reference group that the sites to be visited by the evaluator during the data collection phase will be four: three best-case scenarios to learn on the main factors that contributed to successful project results, and to what extent they contributed to the CPD/UNSF relevant outcome. These were the efforts undertaken in Tripoli by the peacebuilding project, and the work on waste management in Alkharayeb municipality for the Gatherings Project, the municipal police in Burj Hammoud. The other site selected was the municipality of Zgharta, where the MSS process within the Peacebuilding

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[19] the presentation of preliminary findings was still using the five-point scale and not the traffic light as the change was decided for the preparation of the current evaluation report.

project could not be successfully rolled out, and where the evaluator was able to hear the difficulties and limitations of the collaboration with UNDP, which stretched beyond the peacebuilding project and also included constraints under the LHSP project, and the municipality of Chekka where the MSS process was able to show positive change.

4.3   Data sources, rationale and limitations

The good information management system shown by the UNDP CPR provided ample documentation to the evaluator including a number of evaluations of the various interventions, sometimes two or more evaluations of the same intervention. Limitations were linked to the complexity of the task and the fact that an outcome evaluation of the CPR programme required a previous understanding of UNDP's overall intervention logic in the country office, in particular the relationship with the LCRP, the LHSP project, and the vulnerability map which indicates the 251 priority intervention areas that have been identified under the LCRP for guiding the programming response. This level of complexity requires a wider unit of analysis and understanding and a longer preparation time to adequately appraise the relationship between the various interventions in Lebanon and within the UNDP Country Office intervention architecture. The CPR programme does not have an explicit theory of change, since 9 projects contribute to 4 different outcome statements, and the existence of linkages from the interventions to the CPD outputs do not appear to be particularly relevant for all projects to achieve their contribution to the outcome statement.

5   Findings

Findings are presented in line with the corresponding evaluation criterion, as listed under point 3.3.

5.1   Relevance

The interventions under the UNDP CPR programme all proved relevant to address the needs of the various types of stakeholders. As the interventions are all supportive of the broader LCRP framework, the typology of beneficiaries and targets are identified in the various interventions. The CPR programme is fully aligned with the UN normative frameworks, particularly the Human Rights Based Approach (HRBA), and is also supporting the Government priorities as articulated through the LCRP, with a strong focus on crisis response and social stability. Individually the CPR interventions were deemed to have a high strategic value for UNDP positioning as evidenced through the PMIT ratings which were as follows:

Table 3 Strategic value rating for CPR interventions

Projects	Gatherings	Peacebuilding	tensions	CSAJ	LPDC	DRM	LMAC	PVE	**Average**
Rating	🟢	🟢	🟢	🟢	🟢	🟢	🟢	🟢	🟢

Note: The project manager from the Common Space Initiative could not be met and the ratings therefore do not extend to this project. All other PM were interviewed using the PMIT.

The high strategic value for all projects indicates that they are well positioned to support the CPD/UNSF outcomes and relevant to the objective that is being pursued individually. The interventions are fully aligned with the UNDP Strategic Plan and collectively and individually support SDG 16: Peace, justice and strong institutions.

Three of the interventions, Gatherings, Peacebuilding in Lebanon and Community Security and Access to Justice, are bottom-up interventions that work at the operational level on the ground in the various target areas in a holistic and inclusive manner. They directly relate to the peacebuilding dimension which includes social stability, and the CSAJ has linkages with the justice sector as well.

5.2   Efficiency

In terms of programme delivery and considering that most of the interventions are still on-going as this evaluation takes place in April 2019 while the CPD covers the period from 2017 to 2020, the delivery rate to date is good. Counting with the delivery of the CSI project, but without data for the PVE project which has just started in 2019, the overall expenditure for the seven projects amount to USD 18.468 million versus a budget of USD 27.700 million. This corresponds to a delivery rate of 66,67%.

In terms of management efficiency, the results vary according to the different interventions. The UNDP office structure and the division of labour amongst the unit, as well as the interventions that make up the portfolio of each unit, is debatable. The slotting of the LHSP and the Peacebuilding under different programmes does not contribute to efficiency or utilizing most of the existing synergies. In fact, the tools used under each project, the Map of Risks and Resources (MRR) developed by the LHSP and the Mechanism for Social Stability

(MSS) developed by the peacebuilding project are overlapping in some stages and have been joined at the end of 2018 under a single mechanism: the MSR (Mechanism for Stability and Resilience), as the use of both MRR and MSS ended-up creating confusion both for partners and for some of the target communities. Both projects (LHSP and PB) are supposed to be "conflict sensitive" in their approach, meaning that they should at least ensure a "do no harm" result in their implementation.

A large part of the staff managing the projects (6 PM) are Lebanese nationals which speaks in favour of the national capacity. The evaluator could appraise the generally high level of capabilities shown by several of the staff working in the three operational projects (Gatherings, PB, CSAJ) through various site visits to the projects' target areas and interviews with counterparts, also evidencing the quality of the relationship established between the project staff and the national counterparts, which was observed as very high during the evaluation.

Another aspect of efficiency is linked to the usefulness and purpose of the project documents. These, including their logframes, are only used as a sort of "license to operate", while in fact the primary efforts to ensure accountability are not grounded on the project documents or their logframe, but through the cost-sharing agreements with the donors. Yet project documents and logframes are used by UNDP as the basis for its project evaluations.

5.3   Effectiveness

Table 4 Key results obtained by the individual projects

Projects	Gatherings	PBuilding	tensions	CSAJ	LPDC	DRM	LMAC	PVE	**Average**
Rating	🟢	🟢	🟢	🟢	🟢	🟡	🟢	🟢	🟢

Almost all projects were able to achieve key results in line with the project's objectives, with one exception where some constraints did not allow to reach the intended results. It is important to note that donors interviewed confirmed the effectiveness of the UNDP in achieving its objectives.

As an outcome evaluation, it is necessary to review the effectiveness of UNDP programming in contributing to the four stated outcomes as follows:

Primary Outcomes:

UNSF 1.2. Lebanese authorities are better equipped to maintain internal security and law and order in accordance with human rights principles

UNSF 1.3. Lebanon has institutionalised mechanisms to promote peace and prevent, mitigate and manage conflict at municipal level and local level.

Secondary Outcomes:

UNSF 2.1. Government's ability to improve the performance of institutions and promote participation and accountability increased

UNSF 3.1. Productive sectors strengthened to promote inclusive growth and local development especially in most disadvantaged areas

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Only one intervention (CSAJ) is contributing to Outcome 1.2 Lebanese authorities are better equipped to maintain internal security and law and order in accordance with human rights principles, through CPD Output 1.3 Systems and capacities in place to govern municipal police.

This project contains various components, including access to justice. However, the most significant progress achieved to date relates to the preparation, support, training and capacity development of the municipal police (project outputs 1 and 2). Given the responsibilities devoted by the MOIM to municipalities and the municipal police, and in light of the limited existing resources and the complexity of the situation with the protracted Syrian crisis and an increase demand for service delivery from municipalities, the need to support the professionalisation of the municipal police, as the first line of response in dealing with host communities and vulnerable groups, is both relevant and justified. Evidence collected during interviews with key informants, in particular from the ISF Academy and one municipality (Burj Hammoud) shows that **key results achieved have led to positive change processes accounts**.

1) For the head of the municipal police, the project really provided a vision and ways to achieve community policing which is a fundamental change from their traditional role towards a service-oriented approach much closer to the people being served. The training provided essential skills to trigger this attitudinal change amongst municipal police. Individuals are now more aware, better equipped to deal with conflict and difficult situations. The implementation of procedures (through the SOPs developed) also facilitate the work of municipal police and are expected to contribute to a positive change of perception from community dwellers.

2) One municipal policewoman and one municipal policeman were interviewed separately and confirmed the usefulness of the trainings, the increase not only in their motivation towards doing their job more professionally, but also a sense of pride and

a less aggressive behaviour as they had acquired social skills which allowed them to deal with complicated cases in a more confident manner, as municipal police has become more assertive and have developed stronger and more resilient personalities. The social skills acquired during the training appeared to be the major take-away that is being applied in their everyday life (including in their personal lives) – this attitudinal shift is expected to become corporate behaviour once all the municipal police force has been trained.

3) The ISF Academy that provides all the training to the municipal police under this project has underlined the importance of contributing to the capacity development of the municipal police, and also indicated that in some aspects it created opportunities for the ISF to engage with the municipalities and a better understanding of the situation in the municipalities. It also proved useful for the ISF to obtain specific training on issues such as the Human Rights Based Approach (which is a normative framework of the UN) or the social skills component, so that even within the ISF some degree of capacity development is taking place.

4) Partners at municipal level in Burj Hammoud and ISF evidenced the excellent coordination and partnership with UNDP and the fact that the design of the components was done on participatory basis, with the municipalities, and not imposed by the donors as is sometimes the case. *Lesson learnt: participatory processes may take months of discussion and negotiations in order to guarantee buy-in and ownership from all stakeholders to ensure successful implementation. Lead time for consensus-building through participatory processes should be incorporated and explained to donors.*

5) Municipalities have limited budget and equipment for the police. Even the small support provided by the project in equipment was deemed to be important for creating a supportive environment.

Despite these encouraging results, there are also some limitations regarding how much the project can do without a more systematic and rigorous reform of the municipal police system with the engagement of the MOIM. While there are many constraints, three main aspects should be closely monitored:

1. The number of municipalities and municipal police trained.
   While the training was deemed as very useful and immediately applicable, providing quick gains for those who participated in the event, there remains a large number of municipal police to be trained. Of 251 selected municipalities which are the geographical target to be covered in the LCRP, only 14 municipalities are supported by the project, with 143 municipal police trained, and training needs remain high, as expressed by the Head of Police in Burj Hammoud (where 24 of 240 police were trained, but this year no training has yet taken place). The coverage therefore remains low compared to the needs.
2. Municipal police structure

Municipal police do not have a defined hierarchy, except for the head of police, all are at the same level (no unit chiefs or direct superiors). Many are simply contracted as temporary staff, while others have an indefinite contract. This undermines motivation and leads to high turnover as the agents have different employment status and benefits. One interviewee who was first of her promotion at the ISF training had a temporary contract and has now found a permanent contract with the LAF.

3. Policy level support from the MOIM is necessary to address the constraints over which the project has not direct effect. In order to create the enabling conditions to ensure that municipal police can professionally undertake their function of "community police" in line with the relevant standards in a sustainable manner, additional changes beyond the remit of the project are necessary.

These risks therefore lower the contribution to the outcome statement to a ⬤ given the fact that the positive capacity development process needs to be more solidly anchored into the policy of the MOIM with the necessary adjustments to implement the action plans that may assure the functionality of the community police concept and vision. The evaluator notes that the component of access to justice had found some limitations but was not deemed to be within the primary focus of the evaluation. The key results of the intervention are directly contributing to the outcome statement.

Outcome 1.3. Lebanon has institutionalised mechanisms to promote peace and prevent, mitigate and manage conflict at municipal level and local level. This outcome is supported **primarily through the PB project and two sub-projects,** but in view of the evaluator and given the overall objective of the intervention, it is also supported through **the Gatherings project**, (slotted in the CPR programme presentation under UNSF Outcome 3.1). **Tensions** project is also contributing to this outcome, although technically not under the CPR unit. This outcome is achieved through CPD Output 1.2. Systems and capacities in place to monitor tensions and maintain peace.

Field visits to the PB project intervention areas (Tripoli area, Zgharta and Chekka municipalities) and the Gatherings project (Alkharayeb municipality) have provided the evaluation with illustrative evidence that these interventions have obtained results that directly contribute to the outcome statement.

The PB in Tripoli sub-project which started in March 2017 had three outputs:

1) Promoting social cohesion through developing a Mechanism for Social Stability
2) Promoting social cohesion through Violence-free schools (VSF)
3) Support ex-fighters advocating for peace instead of war

For the PB intervention, the bottom-up approach used to bring communities together has found its expression through a mechanism named "Mechanism for Social Stability" or MSS that allows to undertake a conflict assessment and brings together the different parties in order to identify solutions to address some of the conflict drivers.

MSS process as defined in the project document PB in Tripoli:

Phase 1: introduction and scoping of main actors, select reference group as per criteria, local actors, MOSA staff (SDC at local level)

Phase 2: conduct a participatory conflict analysis of the locality targeted, including the impact of the current Syrian crisis but also the historical background and the root causes of conflict;

Phase 3: develop the mechanism based on the conflict analysis results

Phase 4: support local actors to implement the mechanism, which can take the shape of working group or committee mandated to create positive environments and/or promoting social cohesion

This has been used with varying degrees of success depending on the municipalities and the communities. As a tool it is a good connector to develop a win-win process between the different groups in a given geographical area around a set of commonly identified causes of conflict. While this tool was not originally included in the mother PB project phase 3 which started in 2014, it was developed at a similar time as the MRR (Map of Risks and Resources) under the LHSP project. MRR is not part of the PB or the CPR programme but was a specific tool designed to identify sector-specific interventions. As the municipalities covered by the LHSP and the PB were also under the 251 municipalities identified as priority intervention areas by the LCRP, there was some level of confusion amongst the targeted municipalities. This has led to the streamlining of the two process into a single mechanism: the Mechanism for Stability and Resilience (MSR) developed since July 2018 on trial basis in 110 municipalities.

One municipality was purposefully selected where the MSS process could not be successfully implemented (Zgharta) in order to identify the reasons behind the constraints. The interview with the mayor and council president showed a politically complex reality in which the use of the NGO partners recruited for undertaking the process was reportedly politically positioned and did not fulfil the needs of the municipality as they were also seen as having insufficient capacity[20]. Obviously assertive communication skills play an important role in convincing the

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[20] In addition to this element, there were also other factors relating to internal political deadlock in the village which affected the MSS process, so the NGO was not the only factor.

different actors at municipality level, but even with the best will the reality is that some political factors will influence the level of commitment and ownership from municipalities. A different example was obtained during the visit to Chekka municipality, where the MSS process and UNDP intervention placed the municipality in a position to open negotiations with the polluting enterprises of the municipality that provide much-needed employment to the town. The MSS process allowed a committee of engaged participants to own the process in order to deal with the local pollution, providing a sense of motivation and skills development for the committee members. In both of these municipalities, UNDP's LHSP project is also delivering a set of activities.

To appraise the positive change amongst the municipalities where MSS took place, UNDP should carry out a survey of those where committees or working groups are actively servicing the needs of all the community members so it can properly account for the positive changes leveraged in all successful MSS municipalities.

The MSS is a potentially useful tool to contribute to stability and social cohesion, but it depends how it is implemented and what complementary activities are being undertaken by the UNDP in that municipality (in Zgharta the municipality expressed some dissatisfaction with the delays and procedures of UNDP – linked to LHSP projects, not PB, although the attitude towards UNDP remains a positive one). This yields a rating of in support of Outcome 1.3, with a potential to a green rating if constraints are addressed and coverage indication of good municipal performance can be provided (e.g. providing evidence of all the municipalities where the MSS was a success as compared to the number of overall municipalities where the MSS process was undertaken).

The VFS was evaluated in July 2018 as a successful initiative with concrete results in the target schools. The approach and mechanisms to bring on board parents, students and teachers is a valid one and certainly creates openings for social cohesion. As with the MSS, positive attitudinal change was observed, and illustrative evidence of change provided. It is unclear however whether there has been enough follow-up and coaching in a large enough number of schools to create a critical mass of educational community members that can be seen as champions of the cause. Again the coverage in the number of schools covered by the project versus the total number of public schools in the target area is not provided, so it is difficult to understand whether the objective is to demonstrate the use of the approach in a limited number of schools, or whether there is a commitment to creating an educational community of violence free supporters in the 251 municipalities. The component supports directly Outcome 1.3, but it may not yet be scaled to cover the existing needs and may need more time to be firmly rooted into the schools' behaviour patterns.

The support to the former fighters who advocate actively for peace through the NGO Fighters For Peace (FFP) is an important contribution to the cause of conflict prevention and peacebuilding. The results of this component, through public presentations and other public

acts, are a deterrent for youth to join armed groups. The message shows that there is no winner in a war, only losers, and that nothing but suffering remains afterwards. While having a limited number of members (14 who can speak publicly at events), FFP has the potential to attract media and could be used to send the message in international and regional conferences, together with other former fighters from other countries who have similarly changed to advocacy against armed violence.

Additional activities using a social cohesion and community stabilisation focus were also undertaken, with the support to women's platform, psycho-social support through play-back theatre acts, support to disabled youth and providing livelihood opportunities (and indirect positive effects from personal contacts and linkages with ICRC which allowed 8 disabled to obtain specialised treatment from the ICRC). Evidence during the interviews shows that there is a need for these efforts to be deployed and multiplied, and that the bottom-up participatory approach used to mobilise people of different communities to address a common concern by finding a common ground and working on similarities instead of focusing on differences is a good entry point to any peacebuilding and reconciliation process.

The various components of the PB project all have the potential to be key contributors to the outcome 1.3 provided they are developed and scaled to address the needs. At present efforts are still being placed in supporting activities and initiatives, but there is yet to be a critical mass created around the theme of social stability and social cohesion that addresses the needs in a comprehensive manner across all areas of intervention. Clearly some key strategic partnerships have evolved with civil society organisations and some institutional partners, particularly at the municipal level, which shows that key elements such as capacity development and ownership processes are taking root in many cases. But the monitoring system of the project is not able to capture this and provide a clear vision of the outcome it

is achieving. The effectiveness of the media component could not be established.

Similarly, the example of the support to the waste management of Alkharayeb municipality undertaken by the Gatherings project is a good illustration of key results achieved in the area of social cohesion. In that municipality the results are clearly green because the mayor and the (mixed) municipal committee have provided extensive evidence of the positive change process that UNDP has enabled through the support in waste management, and how what started as a serious problem and a cause of conflict became a unifying factor for the community, with a change of behaviour that has been sustained over the past months, and with results that attract the attention of other municipalities and that of senior politicians in the government. While this is but a small, albeit important, example of success, it indicates that UNDP has the right approach and method, in its different interventions, to contribute decisively to creating positive change in the affected communities.

The tensions project is filling a gap in information management relating to the level of tensions in the country. It is very useful to provide an information base for its audience, and

through a mix of methodologies it provides an interesting assessment of the tensions in the country. While it does not have any decision-making power, it is nonetheless a respected reference document.

Secondary Outcome 2.1: Government's ability to improve the performance of institutions and promote participation and accountability increased. This outcome is supported by the **DRM and LMAC projects, as well as from the PVE and LPDC projects.** All except the PVE are under NIM.

The fact that three of the four projects are under national implementation (NIM) creates both opportunities and challenges for UNDP. Regarding its effectiveness, it contributes to capacity development of governmental institutions (with three projects PVE, DRM and LPDC at the Grand Sérail) and facilitates access to the government for UNDP. At the same time, it requires a high level of dedication as participation and support outside of the project-established framework are sometimes required from the project staff. Having to wear these two hats (UNDP financed but serving the Government) requires a careful balancing act. Some interventions have been decisive in contributing to the outcome statement: the LPDC, through its two flagship achievements: the Palestinian Census and the Unified Vision, has provided the basis from which a comprehensive response to the Palestinian file can be gradually implemented.

LMAC is a clearly-defined intervention in which the institutional capacity development of the LAF has been clearly recognised, leading to a gradual understanding of humanitarian demining and possibly to the potential ratification of the Ottawa convention by the government. National counterparts confirmed their level of satisfaction and good partnership with UNDP.

DRM has experienced some difficulties during its implementation, including a change in project manager. Despite some shortfalls evidenced in the February 2019 evaluation report, the intervention achieved a moderately satisfactory effectiveness rating.

PVE has just started in 2019 and it is too early to appraise its effectiveness, although early progress indicates it is going in the right direction.

Communicating achievements and reporting on results

Most of the interventions are challenged regarding their evaluability (e.g. degree to which they can be evaluated) and regarding their capacity to communicate on results at the outcome level, as shown in the table hereunder:

Table 5: evaluability of the UNDP CPR interventions

Projects	Gatherings	Peacebuilding	tensions	CSAJ	LPDC	DRM	LMAC	PVE	**Average**
Rating	green	red	green	yellow	red	yellow	green	green	yellow

Source: PMIT

From the three projects which operate at the municipal level (PB, Gatherings, CSAJ), two find difficulties in their evaluability. This indicates that project results frameworks have to be better tailored to identify the main outcomes and the means of verification of these outcomes.

Furthermore, difficulty to show results was identified during the PMIT. Of eight projects, when asked if the project document contains a vision of success sufficiently clear and understandable by all, a majority of PM recognised it did not. Using 0 as No and 1 as Yes (binomial indicators), the PMIT obtained the following data set:

Table 6: clear vision of success included in the project document of CPR programming

Project	Gaths.	PB	tensions	CSAJ	LPDC	DRM	LMAC	PVE
rating	1	0	1	0	0	0	0	1

Explanation for the ratings above:

Gatherings project provided a green rating for this question, which is counted as a Yes (1).

PB project believes guidance on how to write a good project document and specialised training would help address this issue.

CSAJ believes it could be better demonstrated and are working now on the strategy for implementation of the five elements, working on strategy and policy at the same time. The answer was counted as a No (0) in the table above.

LPDC mentions that they are unable to market the core issues behind the outputs, so stakeholders are not able to see through it.

DRM recognises that it is because the project document is donor-oriented, particularly when looking at outputs and outcomes, so they are trying to achieve this vision in the new project document.

LMAC indicates that it is not clear for an outsider that the thrust of the project is to provide support to the institution and control humanitarian mine action – and not actually doing mine clearance. The vision is about capacity development of LMAC within international humanitarian demining standards.

The challenge for ensuring UNDP's effectiveness in its future programming is many-fold:

1) Providing a clear vision of success that is understandable for all external stakeholders
2) Ensure a corporate identity regarding the way projects are implemented, giving a UNDP label rather than a project label to the achievements, through streamlining of conflict sensitivity throughout the office
3) Improve the communication for results and reporting on achievements, through a better understanding of RBM and improved M&E practices to identify meaningful outcomes that can realistically be achieved and evaluated
4) Using a proper language to address its various audiences. In a protracted crisis, it is not easy to develop soft skills and intangible activities (processes) which compete for funding with assistance-driven responses in priority sectors with higher levels of visibility and do not lend themselves easily to evaluation. Yet the work of the UNDP in conflict management and peacebuilding is actually the key driver of peace – the so-called conflict sensitivity. Ultimately the avoidance of an open conflict in Lebanon – through maintaining social cohesion, social stability, peacebuilding, or any other related terminology, is the single most important result that can be leveraged in Lebanon. The wording of the intervention is the envelope that allows to communicate the results to the different audiences, but the important aspect is the process of bottom-up participation across the different population groups that allows to build bridges and work on common objectives (e.g. working as "connectors"). The situation has been kept to a manageable degree despite heightening tensions over the past eight years since the Syria crisis began, but the situation is becoming everyday more complex as pressure on basic services, jobs, housing and the economy continues to be felt, and with limited prospects in the short-term for a substantial change in the Syria crisis response. **UNDP should review its CPR programming content to reflect this essential and critical element of its work**, which is under reported and not sufficiently understood by its various stakeholders.
5) In the Lebanese context, it is useful to have projects that target the municipality level, because local solutions can be examples for other municipalities – there is some evidence of this from the various CPR projects, as successful results are being emulated in other municipalities. Results are thus achieved using an inclusive and bottom-up approach that has shown to be effective in many of the intervention areas. However, it may not be enough to influence the policy-making. The structure developed for the Palestinian file, with an operational project that supports the population using a bottom-up approach with clear success (such as the Alkharayeb municipality waste management example), coupled with a higher-level policy-making body, such as the LPDC, can yield a better linkage between informing policy-making and defining the agenda based on concrete evidence, while achieving the primary objective of any CPR intervention: maintain civil peace/social stability and social cohesion.

Human resources: the key to effective results

At the end of the day, the greatest asset for UNPD is its staff. Putting the right person at the right time at the right place is the single most important factor to achieve positive results. The evaluator favourably notes that two of the largest CPR projects, PB and Gatherings, are managed by Lebanese women as Project Managers. From the nine projects that make up the CPR programme, six have Lebanese Project Managers (PB, Gatherings, LPDC, DRM, LMAC, PVE), not counting the CPR unit manager who is also Lebanese. This speaks highly about the level of in-country national capacity. This precious asset needs to be kept and reinforced. While most of the project staff are contractors hired for the duration of the project, their effectiveness could be enhanced through the provision of targeted training. Interviews through PMIT showed that various staff expressed the desire to receive greater guidance and training on key issues they consider indispensable to their work.

Two issues appear as a result:

1) An induction training course that provides the key corporate knowledge and reference frameworks for all new UNDP staff. This is not a context specific need but a corporate question that UNDP should address, since staff who join UNDP only have to take a limited number of mandatory courses. But if the goal is to have a corporate identity for UNDP, all staff should have at a minimum a set knowledge base about the organisation they represent. And those who have a contractor status (local hire) may not be eligible for the capacity development opportunities.

2) Specialised training for the Lebanon country office (all staff across units). At a minimum the following courses should be held for all staff: Gender analysis (including gender sensitivity, gender responsiveness and gender transformation), Conflict sensitivity (including conflict sensitivity, conflict responsiveness and conflict transformation), Environmental Impact Assessment methodology, Results-Based Management (focusing on outcome evaluation and intangible/soft skills and communicating for results) and a refresher training on administrative procedures and delegations of authority (to alleviate the heavy UNDP bureaucracy as mentioned by several key informants outside of UNDP including some municipalities). In addition, negotiation and communication skills training could also provide the staff with additional assets.

The bottom line is that UNDP needs to invest in its staff and its preparation to ensure they can continue to provide their valuable contributions. Other aspects relate to the structure of the office and the management arrangements. This is outside of the scope of this evaluation and is expected to be analysed in the IEO ICPE evaluation later this year.

Meso-level analysis

Although this outcome evaluation focuses on the CPR programme, the effectiveness of its contribution to the corresponding outcome statement is also tributary of the corporate performance of UNDP in the country. It is therefore necessary to address the issue of how the CO had divided and slotted the different interventions across its four programming units (SLD, E&E, Governance and CPR). Three key findings emerge from this analysis:

1) The CPR programme does not have an overarching programme document to contribute to a single outcome. Rather, it is a collection of separate interventions, some of which are not technically under the CPR unit manager (such as the tensions project or Common Space) while they are linked to the mandate of the CPR programme. Some projects, such as the LMAC, should have a stand-alone outcome to feed into, as a separate intervention within the CPR "programme".

2) DRM is, at the corporate level in UNDP, actually closely linked to Climate Change Adaptation (CCA), as another side of the same coin. From a technical perspective, the project should be slotted in the E&E unit, along all CCA interventions, in order to be able to exploit the natural synergies amongst the two.

3) The main project that is responsible for over 50% of UNDP's delivery is the LHSP. The project is slotted under the SLD unit, although two of its three goals are linked to conflict transformation skills. It shares areas of intervention with other UNDP projects such as PB. From the evaluator's perspective there are lost synergies as a result of this structure.

This explains why the CPR programme currently cannot have one single outcome statement as an overarching goal for its interventions. The varied nature of the interventions, from policy making to field-level supported operations, does not allow the make a coherent theory of change (ToC) for CPR. Noteworthy that all project documents do attempt to incorporate a ToC which is seen as good practice that the evaluator has not seen in other outcome evaluations undertaken.

UNDP works under the framework of the UNSF (for the UN) and in the overall context of the LCRP as the main response framework to the Syrian crisis. UNDP has secured an important role as influencer in the LCRP as co-chair of the Inter-sector Working Group, particularly on issues related to stabilisation, recovery and longer-term concerns. Nonetheless respondents including some donors indicated that they expected UNDP through the LHSP and their involvement in the LCRP to be more decisive in terms of setting the agenda regarding local development needs.

The interagency support under the LCRP has been well resourced in terms of information management and data collection and monitoring. There is a strong capacity to provide updated geographically targeted information on the outcome of the various interventions. This capacity is not yet existing at the CO level when looking at the current M&E system. Focus is still being placed, partly because of donor requests, on the products and outputs achieved. Understanding of the expected changes at the outcome level remains a challenging

endeavour and it would be desirable for the interagency support team to share its tools and methodology for outcome monitoring and reporting with the CO.

Substantial effort is placed into developing the UNSF from all the UNCT. However, interviews during this evaluation and other UNDP evaluations (UNDAF evaluations) indicate that there is no clear audience nor user for the UNSF, and there is limited use or applicability of the UNSF as a programming tool. With counted exceptions such as reportedly Canada, donors do not use the UNSF for their funding decisions. UN agencies do not use the UNSF for their programming. The outcome statement of the UNSF is generally the result of political negotiations and does not necessarily represent a technical outcome statement of what the UN will collectively achieve at the end of the UNSF implementation period. Often outcome statements are tweaked and repeated with light changes in the formulation for a new period.

To support a strong and effective UNDP in the next programming cycle, UNDP needs to develop a CPD with realistic and achievable outcome statements over a five-year time-frame, based on a theory of change that incorporates all units and interventions and linkages to the relevant outcome statements. A ToC can also be developed for the next CPR programme, however it is preferable to focus on the CPD ToC to inform the CPR ToC because it will involve the entire CO in the exercise, and then each unit can develop its ToC if needed. An example is provided at the end of the recommendations section.

5.4   Sustainability

Sustainability in Lebanon's current context of political instability and institutional volatility, coupled with the protracted Syrian crisis and the resulting dire effects on the socio-economic situation of all the people who reside in Lebanon, is a particularly challenging objective. The three primary "operational" interventions that develop implementation from the local level through a participatory methodology (PB, Gatherings, CSAJ) have all some elements of sustainability ensured through the capacity development and training provided to the partners, NGOs and municipal authorities. In theory, the MOSA through the SDC can continue to undertake MSR processes in the municipalities, as can be done in those geographical areas where Palestinians reside (camps and gatherings) to ensure the process is taken over by the government and/or local partners. However, in the LCRP, MOSA has a wider role than its mandate indicates, and it is not yet clear whether the trainings have been sufficiently internalised by all partners to automatically ensure their applicability. In addition, considering the high turn-over in government and institutions, it is necessary to create a refresher's course, as well as for new staff recruited. The evaluator has not been able to appraise whether a training of trainers' capacity is fully established in MOSA and SDC for the MSR.

For other projects, LPDC has achieved two important milestones which contribute to the sustainability of the project benefits: the census and the unified vision, both of which can be the basis from which informed policy making will gradually take place. It is difficult to appraise the sustainability of the other NIM projects. Results vary across the board, but elements of sustainability have been built in all interventions.

Long-term sustainability can only be achieved through government ownership. It is difficult to appraise the level of national ownership in this evaluation given the limited number of direct government counterparts at ministry level that were interviewed. While UNDP has a recognised good access to the Government of Lebanon, only one ministry could be interviewed: MOSA, as well as one of its SDC staff in Tripoli. Requested meetings with MEHE and CDR could not be held, which seems to indicate that the relationship with some ministries and institutions is not as close as it could probably be. The evaluator's perception (not a triangulated finding) is that national ownership may be challenging in the Lebanese context, and openings depend very much on individuals in key positions, thereby limiting the scope of national involvement and ownership, and there are limited prospects to engage on long-term planning with the Government. That said, most of the CPR projects have been running for a certain time (e.g. PB since 2006), so despite the changing political landscape, UNDP has been able to implement important projects that address the core needs of the population, even at times when national ownership was not always guaranteed.

5.5   Coverage

Coverage is the degree to which the intervention is able to respond to the needs, expressed in geographical terms. For example, if one municipality has 10,000 inhabitants and 3,900 are in need of livelihood assistance, of which 1,300 are assisted, the percentage of people assisted compared to the identified needs provides the coverage (in this example 33%). It is important to show both a) progress against the target objective and b) the timeliness of the intervention compared to the baseline. If 10 pilot municipalities are defined as the intervention area for two years (with 0 as baseline), with 251 needy municipalities, the coverage remains weak. It is important for projects to indicate the extent of the needs that are being answered to and scale the project to service the identified needs rather than responding to other considerations such as donor funding opportunities. It should be noted that the "red" rating was given when the project couldn't provide a single vision of coverage to be achieved (i.e. no benchmark to compare with).

Table 7: Coverage of CPR interventions

Projects	Gatherings	Peacebuilding	tensions	CSAJ	LPDC	DRM	LMAC	PVE	**Average**
Rating	🔴 (red)	🔴 (red)	N/A	🔴 (red)	N/A	N/A	🟢 (green)	🟡 (yellow)	🟡 (yellow)

Source: PMIT

This shows that the three main operational projects do not have the concept of coverage included in the design or in monitoring of results. This is in sharp contract with the capacity of the interagency team for the LCRP to provide monitoring and evaluation data, including on outcomes, in a detailed and disaggregated manner. It is urgent for UNDP to include coverage as a key criterion of its intervention strategy, for all projects that have a targeted intervention area, as one of the ways to report outcome achievements.

5.6   Connectedness/coherence

To what extent are UNDP interventions connected to that of other actors, in order to ensure complementarity and coherence and avoid duplication through joint coordination or communication.

Table 8: connectedness of UNDP CPR interventions

	Gaths	PB	tensions	CASJ	LPDC	DRM	LMAC	PVE	**Average**
external coherence	🟢 (green)	🟢 (green)	🟢 (green)	🟢 (green)	🔴 (red)	🟢 (green)	🟢 (green)	🟢 (green)	🟢 (green)
internal coherence	**N/A**	🔴 (red)	🟢 (green)	🟢 (green)	🔴 (red)	🔴 (red)	🟢 (green)	🔴 (red)	🟡 (yellow)

Source: PMIT

This table indicates that the level of coordination with external partners is higher than between UNDP itself. It is important to underline the fact, recognised by a majority of PM interviewed, that **with the new UNDP RR the level of internal coherence (communicating across projects or areas of practice) has substantially improved**, as the office reportedly followed the working-in-silo structure that UNDP is sometimes using. Notwithstanding the noticeable improvement, ratings indicate that there remains substantial room for further interaction between the different interventions, to ensure a clear line and a coherent corporate position on issues of common interest. For example, various UNDP projects work with MEHE, but they do not appear to talk to each other on their interaction with MEHE –

thus losing an opportunity of creating synergies between the various interventions. Similarly, greater interaction and communication could take place between the LHSP and the PB and Gatherings projects. Several examples were mentioned to show that UNDP still needs to support the development of a collaborative team spirit amongst projects.

5.7 Partnerships

Developing partnerships is a recognised strength of the UNDP, both from an internal UNDP perspective but also from donors and other partners. UNDP and in particular the CPR unit manager are good at leveraging partnerships and identifying potential partners. This yields an across-the-board mark of green for all interventions under the CPR programme.

Table 9: value of partnerships in UNDP CPR interventions

Projects	Gaths.	PBuilding	tensions	CSAJ	LPDC	DRM	LMAC	PVE	**Average**
Rating	🟢	🟢	🟢	🟢	🟢	🟢	🟢	🟢	🟢
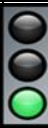
6   Gender and Human Rights

The heart of the CPR programme is firmly aligned to the UN's HRBA normative framework. Human Rights are at the core of peacebuilding and conflict management. Impartial and equitable support to the various groups is a recurrent effort of the operational interventions, either through direct activities or through mechanisms and processes that will contribute to the programmatic outcome. The three projects that operate at field level are strongly mindful of the HRBA and the intervention contents evidence that this aspect is streamlined in the interventions. 🟢

Unfortunately, gender has not received the same attention and has been largely absent during the design of the CPR interventions. The PMIT shows the following results:

Table 10: to what extent was gender analysis part of the project design

Projects	Gaths.	PBuilding	tensions	CSAJ	LPDC	DRM	LMAC	PVE	**Average**
Rating	🟡 (yellow)	🔴 (red)	🟡 (yellow)	🟢 (green)	🔴 (red)	🔴 (red)	🔴 (red)	🟢 (green)	🟡 (yellow)

This indicates that a gender analysis was not carried out at the design development stage for the majority of the interventions. A better understanding of gender mainstreaming (and the differences between gender sensitivity, gender responsiveness and gender transformation) is warranted in order to incorporate the gender analysis as an essential process in the project development phase. This allows also to better define the elements leading to the gender marker rating and will facilitate the pursuit of the Gender Seal for the country office. On the other hand, it needs to be recognised that projects took into account gender aspects during the implementation and were able to ensure a good level of gender sensitivity in their practice at the ground level.

7 Overall strengths and weakness analysis of UNDP CPR's programme

Table 11: UNDP's perceived strengths and weaknesses from CPR outcome evaluation perspective

Strengths:	Weakness:
• Demonstrated strategic value of the interventions • Significance of key results achieved from the field-based interventions in contributing to the outcome statements 1.2. and 1.3. and contribute of the other projects to their relevant outcome • Partnerships established with government, municipalities, NGOs, UN agencies • Staff engagement, capacity and quality • Reliable and supportive donor base for some interventions • Working both at policy and ground level • Operational field-based projects use bottom-up approach • No duplication of existing efforts (for interventions in CPR programme) • Facilitating processes rather than leading them – inclusive and	• Conflict sensitivity not consistently streamlined across CO interventions • No induction course on basic tools for staff: conflict sensitivity, gender, environment, RBM • Insufficient level of complementarity and exchange amongst UNDP projects within UNDP Lebanon • Complex office structure (LHSP/PB) • Applicability of UNSF for programming • In some cases, donor funding is not based on prodoc • Staff post level versus levels of responsibility • Communicating success/reporting outcomes – not being able to communicate successes in a consistent manner, as well as challenges • General focus on activities and outputs – but losing the vision at times of the big picture to which all interventions are contributing to

participatory approach is locally owned and driven • Innovative and flexible approaches, agrees to take risks • Capacity development/change of attitudes in a significant number of municipalities and communities • Enabler for other UN agencies seen as more political (UNRWA/UNHCR)	• Timeliness and bureaucracy (delays and administrative constraints) • No consistent language to address the big picture scenario: diminish tensions, build confidence, ensure civil peace, prevent conflict or conflict management. UNDP should stick to one label as its trademark • No gender analysis prism included in the project design

8   Conclusions

The CPR interventions have generally contributed to leveraging important results in a complex environment and have contributed to their respective outcome statements. Rationale for slotting some projects across the units (LHSP and PB) is not evident. The high strategic value of interventions, their relevance, good results obtained to date, donor appreciation regarding UNDP's performance and their support indicate good value addition. The good relationships with the government have been critical in playing an enabling role for those UN agencies that are seen to be more political, such as UNRWA or UNHCR, and has allowed UNDP to open doors and solve practical constraints at field level.

Looking at the evaluation criteria, the interventions under the UNDP CPR programme all proved relevant to address the needs of the various types of stakeholders. The CPR programme is fully aligned with the UN normative frameworks, particularly the Human Rights Based Approach (HRBA), and is also supporting the Government priorities as articulated through the LCRP, with a strong focus on crisis response and social stability. The high strategic value for all projects indicates that they are well positioned to support the CPD/UNSF outcomes and relevant to the objective that is being pursued individually.   The interventions are fully aligned with the UNDP Strategic Plan and collectively and individually support SDG 16: Peace, justice and strong institutions.

Regarding the effectiveness of the CPR programme, almost all projects were able to achieve key results in line with the project's objectives, with one exception where some constraints did not allow to reach the intended results. It is important to note that donors interviewed confirmed the effectiveness of the UNDP in achieving its objectives. Most have a high potential to significantly contribute to the outcome, but they need to be steered strategically to achieve this goal under a clear vision of the expected outcome. Three field driven interventions, PB, Gatherings, CSAJ, have developed useful tools and methodologies that use bottom-up participatory and conflict sensitive approaches to build bridges and obtain consensual agreements on objectives of common concern, with a high degree of success. The lack of a robust monitoring and reporting system to provide greater visibility and collect

evidence does not allow to perceive all the achievements. Other interventions work at the information management level and provide useful data to inform the various stakeholders, and other projects are also able to address the policy-making level. Effectiveness was also found in capacity development of national partners and institutions, including the triggering of new initiatives.

In terms of efficiency, the programme delivery of the CPR programme to date is good with a 66,7% delivery across the various projects (USD 18.5 million out of a total budge of USD 27.7 million (excluding the new PVE project which started in 2019). The UNDP staff is generally showing a high level of capabilities, some of which could be observed through the interactions in the field during the evaluation with the national institutions and stakeholders, and which shows that UNDP is able to create strong relationships with its partners. Management efficiency is better captured through the ICPE process looking at the whole of UNDP rather than one programme. However, the evaluation found that it could be possible to streamline and link better the projects using synergies and technical capabilities with a view to enhance coherence and efficiency if the next CPD could include a specific TOC and an overarching outcome for the CPR programme. It is important to note that all PM agreed that with the new UNDP Resident Representative there was much more collaborative communication amongst UNDP projects than in the past.

Sustainability in Lebanon's current context of political instability and institutional volatility, coupled with the protracted Syrian crisis and the resulting dire effects on the socio-economic situation of all the people who reside in Lebanon, is a particularly challenging objective. The three primary "operational" interventions that develop implementation from the local level through a participatory methodology (PB, Gatherings, CSAJ) have all some elements of sustainability ensured through the capacity development and training provided to the partners, NGOs and municipal authorities. LPDC has achieved two important milestones which contribute to the sustainability of the project benefits: the census and the unified vision, both of which can be the basis from which informed policy making will gradually take place. It is difficult to appraise the sustainability of the other NIM projects. Much will depend also on the level of government ownership, although at the municipal level a strong ownership appears to exist in a number of municipalities.

UNDP has shown a strong capacity to engage with and develop partnerships. At the government level, UNDP has three on-going NIM projects which are naturally placed at the Grand Sérail, with access to the Office of the Prime Minister. For the operational projects (PB, Gatherings, CSAJ), UNDP has shown its capacity to support emerging initiatives with a number of civil society organisation (e.g. in Tripoli through the PB project) but in a way that puts these organisations as spearheading the efforts, while UNDP shows responsive support. Municipal authorities have in several cases expressed their strong satisfaction with the interventions undertaken by UNDP, in particular those visited during the field work (Chekka, Alkharayeb, Burj Hammoud), and the importance of the support in a context of limited municipal

resources. Partnerships was appraised as high across the interventions of the CPR programme, and the evaluator could witness the recognised very good interpersonal relationships between the national institutions and the UNDP project staff.

It would seem that not all UNDP projects were working together as a team in the past. The analysis of the level of coherence showed greater external coherence with stakeholders, than internal coherence amongst the UNDP projects. However, the new senior management has contributed to a substantial change in the level of collaboration across and amongst UNDP projects, and the trend needs to be continued and reinforced to take advantage of some synergies and complementary efforts between the different interventions, under the oversight of the CPR programme manager.

The issue of geographical coverage has largely been excluded from the design of the intervention, their monitoring and reporting. It is important that each project is able to report individually regarding its needs´ coverage, as there appears to be some technical capacity in that respect in the LCRP interagency coordination, which might be used to further reinforce the monitoring and reporting capacity of the projects.

When analysing the level of outstanding needs, more could and should be done under the CPR programme, but this is linked to funding availability and absorption capacity as well as the ambitions of the CO and the way it wants to structure its programming.

UNDP has shown good positioning under the LCRP in a complex and volatile environment in addressing issues behind the immediate humanitarian response. It however demonstrates difficulty in showing, communicating and reporting on outcome results. In this protracted Syrian crisis context, UNDP's funding is largely donor driven, so communicating its vision to its donors is a key factor to obtain their necessary support in the next CPD.

9 Recommendations

As a formative and forward-looking prospective evaluation, the recommendations to UNDP deal with two different scenarios. Which one UNDP chooses to pursue will depend on its ambition, its capacity to attract funding, and its capacity to communicate and demonstrate it is achieving critical results.

RECOMMENDATIONS FOR THE NEXT CPD

   a) Scenario 1: alignment on donor sensitive basis *(communication language tailored to suit donors' needs)*

In this scenario there would be no major changes in the programme. Donors are increasingly asking about value for money and efficiency as the protracted crisis situation stretches over time without major changes.

This scenario is a status quo – the programme has little change and various interventions contribute to different outcome statements, although they are not mutually reinforcing.

Specific actionable recommendation: Ensure that the language used to communicate externally with donors and the external audience is clearly understood and linked to the internal corporate UNDP language regarding peacebuilding and conflict management. This requires internal training on a common glossary of terms that UNDP uses in Lebanon and particularly towards donors (e.g. stability, social cohesion, civil peace, etc.) but which must also align with the corporate UNDP terminology so there is a clear vision of what are the results that should be achieved.

b) Scenario 2: an ambitious approach

Under this scenario the UNDP office would seek enlargement of its operations in the CPR programme. A specific annex on the structure of the next CPR programme is included accompanied by the corresponding narrative.

1. Develop an overarching CPR programmatic outcome linked to peacebuilding objectives (e.g. either conflict management, diminishing tensions, civil peace construction, confidence-building, or similar) that highlights the fact that the overall objective of the interventions at the outcome level is the contribution to avoiding open conflict through creating inter and intra-community dialogues and processes that allow to address identified triggers of conflict. It does not matter if the conflict is Lebanese-Lebanese, Lebanese-Palestinian, Lebanese-Syrian. Any deterioration in the current context of fragile stability is likely to have very negative consequences for all actors in Lebanon. UNDP must coin its next outcome in line with the realistic vision of what it is pursuing and communicate this vision accordingly as a key corporate achievement. Once the new CPD ToC is development, CPR should develop the ToC that informs the overarching programmatic outcome that most interventions must be contributing to.

2. Truly develop conflict management skills in Syria-response related UNDP interventions to make conflict sensitivity a programmatic reality (and clearly differentiate between conflict sensitivity, responsiveness or transformation). Along this line, it needs to be noted that tools developed in Lebanon for addressing peacebuilding/conflict sensitivity in UNDP programming are largely endogenous (e.g. developed by the UNDP staff in Lebanon for each project). A clearer conceptual framework, with references to key literature such as CDA, tracking assumptions

regarding conflict drivers and triggers, would also help clarify the key results of the interventions.

3. Scale up the level of operations of the various operational project (PB, Gatherings, CSAJ) to a higher number of municipalities, inside or outside the 251 LCRP municipalities. While the vulnerability map needs to be updated, the key assumptions behind UNDP's involvement primarily in the 251 municipalities should be closely monitored as there may be venues for UNDP to operate outside such a geographical intervention area, provided there are clear criteria and data generated by the different projects (PB, Tensions, PVE) evidences the need for such interventions, but always with clearly defined criteria and in support of the overarching programme objective of the CPR.

4. While UNDP has nurtured several positive initiatives dealing with conflict management (e.g. VSF, FFP, media component, incorporating MSS in municipalities, psychosocial support, tentative efforts to address historical narrative and reconciliation), there does not appear to be a roadmap for the future evolution of the PB activities. These initiatives can be brought together to create synergies and contribute to a more prominent outcome in selected sites and areas, because at present, they are not mutually supportive of each other and could be linked more closely in an area-based approach to conflict management.

5. UNDP Lebanon needs to invest more resources into its M&E system, in particular for designing outcomes, evaluating outcomes, incorporating coverage data information, in order to provide more evidence of how its results contribute to the outcome statement. Given the assets used by the interagency group for the LCRP, it may be interesting to see if UNDP could not use some of these available methods and tools for its own M&E system. At the same time, invest in staff capacity development through training in Result-Based Management, environment, gender and administrative procedures, in addition to conflict resolution and negotiation skills, as these are the key skills that staff must use to be able to provide assertive and constructive communication to create the bridges between the various communities in Lebanon.

6. It is important for operational projects (CSAJ, Gatherings, PB) to have a connection with the decision-making policy level actors so that good practice can be used to inform policy. While for the Palestinian file the LPDC plays such a role, it would be useful for the other operational interventions to have a ministerial entry point that could influence policy-making. Problems experienced in the CSAJ shows that when entry points are limited to one person, there may be no alternative entry points. Therefore, the feasibility of supporting policy making partners such as MOIM could also be explored. In the same line of thought, it should be possible to create internal working groups between the higher-level interventions (LPDC, Tensions, PVE, Common Space) with the operational interventions (CSAJ, PB, Gatherings).

7. Continuation of the support to LMAC should be kept under the CPR, but with a separate and specific outcome statement different from the rest of the "peacebuilding or conflict management" programmatic outcome.

8. Consider moving the DRM project to the E&E programme in order to closely align the work under the DRM project with the UNDP Lebanon's work on CCA.

9. Consider holding regional exchanges of CPR units through three-day practical workshops sharing experiences and learning from the region. Other countries affected by the Syrian crisis may also have good practices to share, and Lebanon has some good practices to show, so there should be directly learning in the region from this protracted crisis, with the support and agreement of other Country Office, also to develop a corporate sense of CPR programming in these situations that affect more than a single country. This could be organised by the Conflict Prevention and Peacebuilding Advisor from the Regional Hub in Amman.

10. To ensure the communication from UNDP is consistent and is addressed to all people in Lebanon, UNDP should make a special effort to guarantee that all its communications are provided in three languages in Lebanon: Arabic, English and French.

Proposed new CPR structure for the next CPD:
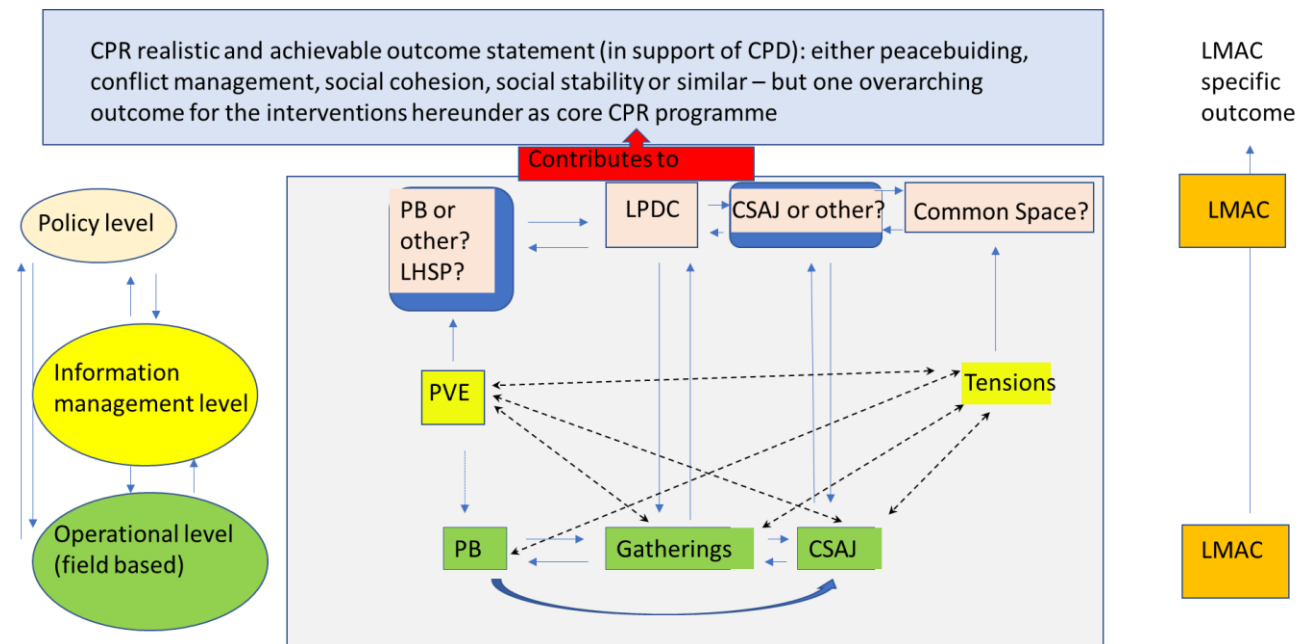
Note: new interventions can be slotted in as necessary, but the key issue is not whether they are conflict prevention, recovery or other types of intervention. Rather their positioning should be based on the main outcome achievement it is supposed to contribute to.

Terms of Reference

National or International consultants: International or National

Description of the assignment (Title of consultancy):
Crisis Prevention and Recovery Programme Outcome Evaluation.

Project Title: Crisis Prevention and Recovery Programme

Period of assignment/services: 2 months

A. Introduction
B. Background Information
C. Evaluation Purpose
D. Scope of Work and Objectives of the Evaluation
E. Evaluation Criteria and Key Guiding Questions
F. Methodology and Approach
G. Deliverables and Reporting Requirements
H. Schedule
I. Evaluation Report Format
J. Guiding Documents
K. Institutional Arrangements
L. Evaluation Ethics
M. Qualifications Required
N. Duration of Contract
O. Criteria for selection of the best offers
P. Duty station
Q. Scope of Price Proposal and Schedule of Payments
R. Recommended Presentation of Offer
S. Other important Information:
T. Any other important information for the procurement unit to consider for the proposed IC

A. Introduction

UNDP in Lebanon would like to commission an outcome evaluation to assess the results of UNDP's development assistance related to Crisis Prevention & Recovery (CPR). The proposed evaluation will primarily evaluate the country programme outcome(s) in this practice area and related outputs implemented under the Lebanon's Country Programme Document 2017-2020 (CPD).[1] The evaluation is intended to provide forward looking recommendations to the Crisis Prevention & Recovery programme in the new cycle of UNDP Lebanon Country Programme.

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[1]

http://www.lb.undp.org/content/dam/lebanon/docs/Operations/LegalFramework/CPD%20Lebanon%202017-2020%20EB%20Final.pdf

B. Background Information

Within the 2017 – 2020 programme cycle, UNDP Lebanon focuses on four programme priorities:

1. ***Promoting transformative dialogue and maintenance of peace***
2. ***Strengthening national governance***
3. ***Bolstering the resilience of vulnerable communities***
4. ***Improving environmental governance***

UNDP addresses the first programme priority through a range of interventions within the CPR Programme. CPR-related interventions focus on the following strategic approaches:

(a) Support the creation and expansion of spaces where people can engage in dialogue by developing the capacities of women and youth; documenting social innovations that arise from sub-national initiatives; supporting platforms for knowledge sharing and diffusion, and working with the media to promote the peace agenda.

(b) Create a peaceful environment where open discourse flourish. UNDP is working with the government to consolidate local and national peace structures; encourage greater participation of women and youth; implement sensitive policing systems and strengthen MOIM security cells for improved conflict risk analysis, monitoring and response (with a focus on compliance with human rights standards and prevention agenda).

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.

UNDP in Lebanon approach to crisis prevention and recovery is aligned with the **UN Strategic Framework 2017-2020 (UNSF) –** an integrated planning document for UN organizations in Lebanon. Peace and security for all people in Lebanon is one of the pillars of the UNSF. UNSF focuses on territorial integrity, internal security, law and order, and the institutionalization of mechanisms to promote peace and prevent, mitigate and manage conflict at municipal and local levels. UNDP's CPR Programme **primarily contributes** to the achievement of UNSF Outcome 1.2 – Lebanese authorities are better equipped to maintain internal security and law and order in accordance with human rights principles and Outcome 1.3 - Lebanon has institutionalized mechanisms to promote peace and prevent, mitigate and manage conflict at municipal and local level. UNDP reports against the following outcome indicators:

- CPD indicator 1.1: No. of viable thematic recommendations formulated from the national dialogue
- CPD indicator 1.2 and UNSF Outcome indicator 1.3.2: No. of structures/mechanisms comprising Lebanese and refugee communities that play an active role in dispute resolution and conflict prevention.
- CPD indicator 1.3 and UNSF Outcome indicator 1.2.1: No. of municipalities providing

policing services in line with regulatory framework and Code of Conduct[2]

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

- Output 1.1. Evidence-based dialogue on key national issues institutionalized at all levels
    - Indicator 1.1.1. Reach (% female) of theme-based dialogue processes
- Output 1.2. Systems and capacities in place to monitor tensions and maintain peace
    - Indicator 1.2.1: No. of local peace structures operating (including, community, school and Palestinian gathering based)
    - Indicator 1.2.2: % female representation in peace structures
    - Indicator 1.2.3: No. of conflict risk analyses produced
    - Indicator 1.2.4: No. of security cell reports produced
    - Indicator 1.2.4: No. of risks detected through conflict risk analysis and security cell reports responded to.
- Output 1.3. Systems and capacities in place to govern municipal police roles
    - Indicator 1.3.1: No. of municipal police units trained to uphold standard operating procedures and Code of Conduct under the leadership of Ministry of Interior and Municipalities supported by UNDP

UNDP CPR **also contributes** to the achievement of UNSF Outcome 2.1 - Government's ability to improve the performance of institutions and promote participation and accountability increased and Outcome 3.1 - Productive sectors strengthened to promote inclusive growth and local development especially in most disadvantaged areas. In relation to these outcomes, CPR reports against the following outcome indicators:

- Indicator 3.1.1 # of people accessing new and decent short and long-term employment through policy support and employment creation programmes within Lebanese law (disaggregated by gender and age as well as Lebanese and refugees).
- Indicator 3.1.2 # of people with improved access to local, communal infrastructure and services in the 251 most vulnerable cadastres (disaggregated by gender and age as well as Lebanese and refugees).

UNDP's CPR currently consists of 8 projects: (i) Lebanese Palestinian Dialogue Committee (LPDC); (ii) Palestinian Gatherings; (iii) Peace building in Lebanon; (iv) Employment & Peacebuilding; (v) Community Security and Access to Justice, (vi) Disaster Risk Management; (vii) Lebanese Mine Action Center, (viii) Prevention of Violent Extremism.

Since 2015 (the baseline year for UNDP CPD), key achievements within the CPR are:

- 118 community dialogue mechanisms established
- The capacity of MoSA in conflict prevention strengthened by training more than 100 Social Development Center employees
- Standard Operating Procedures and Code of Conduct for the Municipal Police endorsed.
- The implementation of the Census in Palestinian Camps and Gatherings
- Several Palestinian gatherings are included in the municipal service plans. Neighborhood

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[2] Further details, including outputs and output indicators, means of verification in the CPD for Lebanon 2017-2020

Improvement Plans are developed for the gatherings in Shabriha, Old Saida and Daouk.
- Governorate leaders empowered to adopt DRM on their Agenda
- Adoption of the new National Mine Action Standards in line with international ones

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 US$ 10,887,000, US$11,532,000, US$7,684,000 in 2016, 2017 and 2018 respectively. Further details about CPR Programme are provided in Annex 1.[3]

Principal partners of UNDP in relation to the CPR programme are: Prime Minister's Office (PMO), Ministry of Social Affairs (MoSA), Ministry of Interior and Municipalities (MoIM), Lebanese Armed Forces/Lebanon Mine Action center (LAF/LMAC), Internal Security Forces (ISF), Ministry of Education and Higher Education (MEHE), ILO, UNICEF, UNHCR, UNRWA. In the implementation of projects related to the CPR programme, UNDP acts both as a direct implementer (projects ii, iii, iv, v and viii mentioned above) and as support to a national implementing partner (projects i, vi and vii mentioned above).

C. 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 outcomes 1.2 and 1.3 of UNSF have been or are being achieved as a result of UNDP's work in the area of Conflict Prevention & Recovery 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. The evaluation is intended to **provide forward looking recommendations** to the Crisis Prevention & Recovery programme in the new cycle of UNDP Lebanon Country Programme.

D. Scope of Work and Objectives of the Evaluation

UNDP intends to undertake an independent evaluation to assess the CPR 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,

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[3] Annex 1: Presentation of CPR Programme.

ethnicity, wealth and other relevant differences where possible.[4] The evaluation should result in concrete and actionable recommendations for the proposed future programming.

The evaluation **will primarily focus** on assessing UNDP's contribution to the achievement of Outcome 1.2 and 1.3 of UNSF. The evaluation **will also assess** UNDP's contribution to the achievement of UNSF Outcome 2.1 and 3.1, with the scope limited to UNDP's interventions concerning Palestinian gatherings, Lebanese Mine Action Center and Lebanese-Palestinian Dialogue Committee.

The evaluation will use the OECD/DAC evaluation criteria of relevance, effectiveness, efficiency and sustainability,[5] as defined and explained in the UNDP Handbook on Planning, Monitoring and Evaluating for Development Results and Outcome-level evaluation: a companion guide to the handbook on planning monitoring and evaluating for development results for programme units and evaluators.[6] The final report should comply with the UNEG Quality Checklist for Evaluation Reports.[7]

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 crisis prevention and recovery. The evaluation should provide information, which will feed in the UNDP country programme evaluation.
- Provide concrete and actionable recommendations (strategic and operational) for the formulation of new programme and project strategies. The recommendations should be primarily of **forward looking nature** to inform the new cycle of UNDP Lebanon Country Programme.
- 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. The evaluation should identify current areas of strengths, weaknesses and gaps.

E. 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.

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

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[4] For additional information, see UNEG Guidance Document, Integrating Human Rights and Gender Equality in Evaluations here: http://www.uneval.org/document/detail/980

[5] UNDP considers that these criteria are the most pertinent given the purpose of the evaluation.

[6] For additional information on methods, see the Handbook on Planning, Monitoring and Evaluating for Development Results, p. 168. The companion guide is available here.

[7] UNEG Quality Checklist for Evaluation Reports

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:

- o To what extent is UNDP support relevant to the country's development priorities as defined in as sectoral programs of relevant line ministries?
- o What has been the ability of the CPR to contribute to higher-level results, including the results of the UNDP strategic plan and relevant SDGs?
- o How did the CPR promote the principles of gender equality, human rights- based approach, and conflict sensitivity?
- o To what extent is program/project design relevant in addressing the identified priority needs in CPD 2017 – 2020?
- o To what extent UNDP's outcome-level results are relevant to and consistent with national priorities and obligations in line with international conventions?
- o Which programme areas are the most relevant and strategic for UNDP to consider going forward?
- o To what extent has the CPR programme managed to promote conflict sensitivity within the Lebanon Host Communities Support programme (LHSP)? Conflict-sensitivity includes, inter alia: (i) strong understanding of the context (e.g. root causes of conflict, drivers of conflict and drivers of peace, as well as conflict dynamics); (ii) understanding of the interaction between the intervention and the context; (iii) "systematically taking into account both the positive and negative impacts of interventions, in terms of conflict or peace dynamics, on the contexts in which they are undertaken, and, conversely, the implications of these contexts for the design and implementation of interventions."[8]

2. **Effectiveness**

The evaluator will assess the extent to which UNDP contributed to the achievement of Outcome 1.2 and 1.3, 2.1 and 3.1 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:

- o What has been the progress towards the achievement of the targets in the UNSF Outcome 1.2, 1.3, 2.1 and 3.1?
- o How have corresponding outputs delivered by UNDP affected the outcomes, and in what ways have they been effective?
- o What is the likelihood of the achieving the abovementioned outcomes within the 2017-2020 programming cycle? What are the key challenges to the achievement of the outcomes? What has been UNDP's contribution to change?
- o 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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[8] For further guidance, please see http://www.oecd.org/dac/conflict-fragility-resilience/publications/4312151e.pdf

- To what extent has UNDP succeeded in national partners' capacity development, advocacy on conflict prevention and recovery including sustainable development goals?
- To what extent has UNDP succeeded in building partnership with civil society and local communities to promote conflict prevention and peace building 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?

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 CPR programme, what could be improved and how UNDP practices, policies, decisions, constraints and capabilities affect the performance of the CPR programme?
- To what extent have the programme or project outputs resulted from economic use of resources?
- To what extent did monitoring systems, including risk management, provide data that allowed the programme to learn and adjust implementation accordingly?
- To what extent were partnership modalities conductive 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. **Sustainability**

The evaluator will assess to 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?

F. 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:

1. **Desk 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
   - UNDP Annual Report (ROAR) for 2017 and 2018
   - Financial overview of projects (excel sheet)
   - Presentation: overview of the programme
   - Project documents: (i) Lebanese Palestinian Dialogue Committee (LPDC); (ii) Palestinian Gatherings; (iii) Peace building in Lebanon; (iv) Employment & Peacebuilding; (v) Community Security and Access to Justice, (vi) Disaster Risk Management; (vii) Lebanese Mine Action Center, (viii) Prevention of Violent Extremism
   - Sample project evaluations and project donor reports
   - Annual and quarterly project reports

2. **Semi-structured interviews** with stakeholders who have worked with UNDP in the field of conflict prevention. This method includes, inter alia: (i) Development of evaluation questions around relevance, efficiency, effectiveness, and sustainability designed for different stakeholders to be interviewed; (ii) Key informant interviews and focus group discussions with beneficiaries and stakeholders.
   The evaluator is expected to follow a collaborative and participatory approach ensuring close engagement with the CPR 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 45 – 50 interviews. UNDP will facilitate the organization of the interviews. The preliminary list of interviews is provided below:

   - Ministry of Social Affairs: 2 persons
   - Ministry of Interior and Municipalities and ISF: 2 persons
   - Council for Development and Reconstruction: 1 person
   - Lebanese Mine Action Centre: 2 Persons
   - Programme donors: 4 persons;
   - CPR Programme staff and project managers: 10 persons;

- Other UNDP Programmes: 2 persons;
- Other UN agencies: 4 persons.
- Civil sector organisations/NGOs and local committees/municipalities. The interviews will specifically cover key international and national NGOs working with the social tensions data: 8 persons.
- Municipalities and Social Development Centre that have received UNDP support related to ensuring social stability: 4 persons.
- Academic institutions: 1 person
- UNDP RR and ARR: 2 persons
- Other direct beneficiaries of the CPR programme: 6 persons

3. **Field visits**: **at least 4 field 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 the opportunity to validate the results.

G. Deliverables and Reporting Requirement

The Consultant is expected to complete and submit the deliverables as detailed hereafter in English version, to be delivered in one original hard copy and one electronic soft copy each, preferably in Microsoft Word format.

The Consultant should submit one soft copy of the first draft of his/her report. The final report shall be submitted within 2 weeks from receiving the comments of UNDP on the draft report.

Deliverable 1: Evaluation inception report, totalling not more than 15 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 should include an evaluation matrix, which specifies both principal and specific evaluation questions, data sources, data collection methods. 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. The inception report **should comply with the standards outlined in the UNDP companion guide to outcome-level evaluations**.[9]

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[9] http://web.undp.org/evaluation/documents/guidance/UNDP_Guidance_on_Outcome-Level%20_Evaluation_2011.pdf

Deliverable 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. The evaluator will ensure that the report, to the extent possible, complies with the UNEG Quality Checklist for Evaluation Reports. Together with the final evaluation report, the evaluator will submit a brief summary (not more than 2 pages) describing how each point of the UNEG Quality Checklist for Evaluation Reports points have (or have not) been addressed.

Deliverable 3: Evaluation report audit trail: Comments and changes by the evaluator in response to the draft report should be retained by the evaluator to how the evaluator has addressed comments.

Deliverable 4: Final evaluation report.

Deliverable 5: Evaluation brief and a power point presentation for UNDP management.

H. Schedule

Deliverable number	Description	# of working days	Expected date of completion from contract signature	Payment
Deliverable 1	Inception report, including workplan and schedule	7	Week 3	20%
Deliverable 2	Draft report and draft presentation	20	week 7	30%
Deliverables 3, 4, 5	Final report and final presentation	5	Week 10	50%

I. Evaluation 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.[10] 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 Evaluability

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[10] For additional information on methods, see the Handbook on Planning, Monitoring and Evaluating for Development Results, p. 168.

- 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)
- Conclusions
- Recommendations
- Lessons learned
- Annexes

J. 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)
- The evaluation policy of UNDP http://web.undp.org/evaluation/documents/Evaluation-Policy.pdf
- UNEG Quality Checklist for Evaluation Reports

K. 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.

- **Responsibilities of the evaluator:**

- Allocate an Evaluation Team with the needed skills[11] to carry out the assignment. The evaluation will be fully independent, the evaluation team 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.

- **Responsibilities of UNDP**

  To facilitate the evaluation process, the CPR 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.

L. Evaluation ethics

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

M. Qualifications Required

Consultant must have work experience with development and CPR-related projects with UN or international organisations/NGOs and previous evaluation experience. Willingness to travel to Lebanon is a requirement.

The Consultant should possess the following minimum qualifications:
  i. **Academic Qualifications:**
     Advanced University degree in political science, development studies or closely related field.
  ii. **Years of Experience:**
     a. The Consultant should have a minimum of 10 years of professional experience in Projects M&E, preferable in CPR-related projects and programmes;
     b. The Consultant should have previously completed at least 3 similar evaluations;
     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. Outstanding writing skills demonstrated through previous publications;
     d. Ability to collect and analyze information from a variety of sources;

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[11] Please refer to section M.

e. Proficiency in computer use.

N. Duration of Contract

The overall duration of the tasks covered by this ToR has been estimated not to exceed 32 working days, including the mission to Beirut and related desk-work, over a period of 2 months. This should include a mission to Lebanon of at least 5 man-days during this time period.

O. Criteria for selection of the best offers

UNDP applies a fair and transparent selection process that will take into account the competencies/skills of the applicants as well as their financial proposals. Qualified women and members of social minorities are encouraged to apply.

The award of the contract should be made to the individual Consultant whose offer has received the highest score out of the following criteria:

Technical Competency (Qualifications and Interview) Criteria weight: 70%

Financial Criteria weight: 30%

Only candidates having the minimum qualifications will be invited for an Interview.

Only candidates obtaining a minimum combined score (Technical and Interview) of 70 points would be considered for the financial evaluation.

The following criteria shall serve as basis for evaluating offers.

Criteria	Weight	Max. Point
Technical Competence	70%	100
Criteria A: Education and Background Academic Qualifications (relevant) Master's degree: (10 points) PhD: (12 points) Relevant trainings/certificates: + 3 Points		15
Criteria B: Experience 15 points being assigned to candidates with 10 - 12 years of relevant experience 20 points being assigned to candidates with more than 12 years relevant experience 5 additional points being assigned to candidates with solid understanding of Lebanese context, including political developments, public administration, organizational structure		25
Criteria C: Evaluations Conducted		40

25 points being assigned to candidates with some experience in conducting CPR-related evaluations (3-5 evaluation reports referred to); 30 points being assigned to candidates with significant experience in conducting CPR-related evaluations (more than 5 evaluation reports referred to); 10 points being assigned to candidates having experience in conducting at least two **outcome-level** evaluations for UN/international organization		
Criteria D: Interview 15 points being assigned to candidates who demonstrate fair skills and knowledge 20 points being assigned to candidates who demonstrate good skills and knowledge		20
Financial (Lower Offer/Offer100)	30%	100
Total Score	Technical Score * 0.7 + Financial Score * 0.3	

P. Duty station

This is a field task; meetings and all the activities related to the consultancy are conducted across Lebanon.
Preliminary meetings as well as further meetings will take place in Beirut Office depending on the needs identified.
The consultant shall rely on his/her own means of transportation, communication, etc. and shall take these fees into consideration while preparing the financial offer.

Q. Scope of Price Proposal and Schedule of Payments

All proposals must include a technical and financial offer be expressed in lump sum taking the following into consideration:
    i)   the lump sum amount must be "all-inclusive[12]";
    ii)   the contract price is fixed regardless of changes in the cost components.

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[12] *The term "All inclusive" implies that all costs (professional fees, travel costs, living allowances, communications, consumables, etc.) that could possibly be incurred by the Contractor are already factored into the final amounts submitted in the proposal.*

Payment will proceed as following:

20 % of the total lumpsum upon submission of deliverable 1, validated by UNDP;

30 % of the total lumpsum upon submission of deliverable 2, validated by UNDP.

50 % of the total lumpsum upon submission of deliverables 3,4,5, validated by UNDP.

REVISED INCEPTION REPORT

Outcome Evaluation of UNDP´s Crisis Prevention and Recovery Programme in Lebanon

Primary Outcomes:

UNSF 1.2. Lebanese authorities are better equipped to maintain internal security and law and order in accordance with human rights principles

UNSF 1.3. Lebanon has institutionalised mechanisms to promote peace and prevent, mitigate and manage conflict at municipal level and local level.

Secondary Outcomes:

UNSF 2.1. Government's ability to improve the performance of institutions and promote participation and accountability increased

UNSF 3.1. Productive sectors strengthened to promote inclusive growth and local development especially in most disadvantaged areas

Evaluation commissioner: UNDP Lebanon

By: Christian Bugnion de Moreta, Evaluation consultant

30th March 2019

Table of contents

Annex:

 - TOR

- Bibliography (list of documents analysed and used)

List of acronyms and abbreviations

CO: Country Office

CP: Conflict Prevention

CPD: Country Programme Document

CPR: Crisis Prevention and Recovery

DAC: Development Assistance Committee

IEO: Independent Evaluation Office

LCRP: Lebanon Crisis Response Plan

LHSP: Lebanon Host Communities Support Project

LMAC: Lebanon Mine Action Center

LPDC: Lebanese Palestinian Dialogue Committee

MEHE: Ministry of Education and

M&E: Monitoring and Evaluation

OECD: Organisations for Economic Cooperation and Development

PB: Peacebuilding

RBM: Results-Based Management

TOR: Terms of Reference

UNDG: United Nations Development Group

UNDP: United Nations Development Programme

UNEG: United Nations Evaluation Group

UNSF: United Nations Strategic Framework

UNRWA: United Nations Relief and Works Agency for Palestine Refugees

1   INTRODUCTION

UNDP's corporate policy is to evaluate its development cooperation with the host government on a regular basis in order to assess whether and how UNDP interventions contribute to the achievement of agreed outcomes, i.e. changes in the development situation and ultimately in people's lives. UNDP defines an outcome-level result as "the intended changes in development conditions that result from the interventions of governments and other stakeholders, including international development agencies. They are medium-term development results created through the delivery of outputs and the contributions of various partners and non-partners. *Outcomes provide a clear vision of what has changed or will change in the country, a particular region, or community within a period of time.* They normally relate to changes in institutional performance or behaviour among individuals or groups".[1]

As an outcome-level evaluation therefore, the primary focus of this evaluation will be on the identification of the changes that have taken place during the period under review (2017 to date), and whether and how the CPR programme has contributed to these changes. While an outcome evaluation is not a project evaluation, the evaluation will also assess how well the interventions that make up the CPR portfolio between 2017 and the present date were implemented, what outputs were achieved and more specifically if and how these outputs contributed to the achievement of the outcomes. Since outcomes are the result of a collaborative effort, special attention will be devoted to the partnership strategies that UNDP used to engage with its partners, and if and how joint visions of outcome achievement were established between the different actors to guide the pathway towards change.

This report represents the first deliverable of this outcome evaluation. The report outlines the methods, sources and procedures to be used for data collection, as well as a proposed timeline of activities and submission of deliverables. A proposal for a tailor-made methodology with innovative tools is also submitted for the consideration of the evaluation reference group and the evaluation manager. The report constitutes a desk study and an extensive review of background documents provided through a SharePoint drive and proposes specific lines of inquiry about the primary Outcomes 1.2. and 1.3., as well as for secondary Outcome 2.1. and 3.1, that will be used during the evaluation. This constitutes an initial point of agreement and understanding between the evaluator and the evaluation commissioner. The draft inception report will be revised and discussed with UNDP Lebanon in order to submit a final inception report that will guide the evaluation exercise.

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[1] UNDP (2011); Outcome-level Evaluation: <u>A companion guide to the handbook on planning monitoring and evaluating for development results for programme units and evaluators</u>, p 3.

1.1 Country Context

Lebanon is a country that remains subject to a very high level of political instability even after the end of its civil war, from the mid-seventies until 1990 with an estimated casualty toll of over 100,000. Since the end of the civil war, the country has been subject to recurrent violence and political turmoil, but it has managed to avoid a return to open conflict, despite recurrent violent incidents. In 2006 the country experienced a short war with Israel until a United Nations ceasefire was brokered. Tensions appear again to escalate as a result of the Syrian crisis entering its eight year and the massive influx of more than one million Syrian refugees, which adds to an already very complex and delicate political situation and puts severe strains on the available public services and resources, not to mention job competition. Lebanon also hosts a substantial population of 174,422 Palestinian refugees in the 12 camps and 156 gatherings according to the 2017 Census undertaken by the LPDC project, which means that Lebanon hosts at least 1.2 million refugees. Considering that the Lebanese population was estimated at 7.3 million in 2018[2], this means that refugees make up at least 16.5% of the total population in Lebanon.

The social and economic costs on wages, employment, public services and stability is enormous and keep growing given the protracted Syrian crisis. The challenge for UNDP is compounded by the very complex history of political alliances and divisions amongst a high number of militia and armed groups, some of which still operate to date and are responsible for some of the security incidents registered in 2017 and 2018.

The UNDP positioning in Lebanon is under the overarching umbrella of the Lebanon Crisis Response Plan, which is the primary reference document for actors providing humanitarian and development aid in the country. The UN system is currently using the United Nations Strategic Framework 2017-2010 as the overall UN planning document (in substitution to the UNDAF – United Nations Development Framework). UNDP has in turn its own Country Programme Document (CPD) for 2017-2020 which indicates the outputs UNDP seeks to produce in order to achieve the outcomes. The same outcome statements mentioned in the UNSF results framework are being used for the UNDP CPD, which indicates that the CPD outcomes are fully aligned with the UNSF.

1.2 Evaluation background

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[2] According to the UN Department of Economic and Social Affairs: Population division, https://countrymeters.info/en/Lebanon

This mid-term outcome-level evaluation of UNDP CPR programme has been commissioned by the UNDP Country Office (CO) as a decentralized evaluation. It is taking place before the Independent Country Programme Evaluation (ICPE) that is undertaken by the Independent Evaluation Office of the UNDP and may also be used to inform said evaluation[3]. The CO has recruited an independent evaluation consultant with substantial experience in evaluations, peacebuilding, UN and UNDP evaluations, both at corporate and decentralized levels. The evaluator will be supported by an evaluation reference group and an evaluation manager to ensure that the quality of the evaluation process and the deliverables are in line with the requirements of the evaluation TOR.

2   Evaluation purpose and scope

The purpose of this outcome-level mid-term evaluation of the CPR programme is to find out how UNDP Lebanon has gone about supporting processes and building capacities that may have, indeed, helped make a difference, and whether and to what extent the planned outcomes 1.2 and 1.3 of the UNSF have been or are being achieved as a result of UNDP's work in the area of Conflict Prevention and Recovery. The scope of the evaluation is the CPR programme covering the period 2017 until the time of the evaluation (April 2019). While the primary focus is on UNDP's contribution to UNSF outcome 1.2 and 1.3, it will also assess UNDP's contribution to UNSF outcome 2.1 and 3.1. through the following interventions: Gatherings, LMAC and LPDC. The evaluation is intended to provide forward looking recommendations and assist in shaping the vision for the new cycle of the UNDP country programme. The evaluation will 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 and identification of good practices. The primary users will be the UNDP in Lebanon, national stakeholders, implementing partners, donors and other interested stakeholders. The evaluation report will be placed on the UNDP's Evaluation Resource Centre (ERC) for easy access by all interested parties.

The objectives of the evaluation are to assess the CPR programme at macro level during the period 2017 to April 2019. The evaluation will:

- Assess the effectiveness and relevance of UNDP's CPR programme to meet the priorities of the UN's normative frameworks which constitute international good practice references, such as the Human Rights Based Approach or Gender, and those of the Government of

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[3] ICPE is now the type of evaluation used to assess global CO performance. It has replaced the Assessment of Development Results (ADR) that was being carried out in the past by the IEO.

Lebanon, in the field of crisis prevention and recovery. This assessment will feed in the UNDP country programme evaluation.

- Provide concrete and actionable recommendations at the strategic and operational levels for the formulation of the new programme and lay out the vision and rationale for such a vision. As such this is a prospective evaluation with recommendations primarily looking forward to inform the new cycle of CPD for UNDP Lebanon.

- Asses the performance of the programme implementation approach and undertake an analysis of the current areas of strengths, weaknesses and gaps.

The evaluation will capture and demonstrate evaluative evidence of its contributions to the outcome results referred above as articulated both in the UNSF and the CPD[4]. It is carried out in line with the UNDP guidance on Outcome-level evaluation[5], of the UNDP PME Handbook[6], the UNDG Result-Based Management Handbook[7], Evaluating Peacebuilding Activities in Settings of Conflict and Fragility: Improving Learning for Results,[8] and following the provisions of the UNDP evaluation policy.

The CPR "programme"[9] portfolio is comprised by at present nine different projects as listed hereunder (7 Peacebuilding has two sub-projects with separate Atlas numbers). In addition, there are two projects (1. Tensions and 9. Common Space Initiative), which are not part of CPR programme at UNDP Lebanon but contribute to the outcome 1.3 and 2.1 of UNDP CPD (thus managed by a different unit at the Country Office Level).

Table 1 List of UNDP interventions in the CPR programme 2017-2019

Nr.	Title	CPD output	CPD/UNSF Outcome
1	Tensions Monitoring System - Tensions	1.2.	1.3.
2	Preventing Violent Extremism - PVE	1.2.	1.3.

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[4] Note that the Outcomes Statements are the same in the UNSF and the CPD.

[5] UNDP, Outcome-level evaluation, a companion guide to the Handbook on Planning, Monitoring and evaluation for development results for programme units and evaluators, December 2011

[6] UNDP, Handbook on Planning, Monitoring and Evaluating for Development Results, 2009

[7] UNDG, Results-Based Management Handbook, Harmonizing RBM concepts and approaches for improved development results at country level, October 2011

[8] OECD (2012), Evaluating Peacebuilding Activities in Settings of Conflict and Fragility: Improving Learning for Results, DAC Guidelines and Reference Series, OECD Publishing, Paris, https://doi.org/10.1787/9789264106802-en.

[9] UNDP does not make a difference between a programme and a project. The CPR programme as referred to in this evaluation is the collection of individual projects that make up the CPR portfolio of interventions.

3	Enhancing the capacity of the Lebanon Mine Action center – LMAC	3.1	3.1.
4	Strengthening Disaster Risk Management Capacities in Lebanon Phase 3 - DRM	3.1	3.1.
5	Support the Implementation of the Lebanese Palestinian Dialogue Committee (LPDC) Strategic Plan, Phase I – LPDC	1.1.	2.1.
6	Improving Living conditions in Palestinian Gatherings Host Communities - Gatherings	3.1	3.1. and 3.2.
7	Peacebuilding in Lebanon, Phase 3 – Peacebuilding (PB)	1.2.	1.3.
7a	PB in Lebanon phase 3 – Strengthening Tripoli's social cohesion – PB Tripoli	1.2.	1.3.
7b	Employment and Peacebuilding – Building Bridges amongst "Youth at Risk" in Lebanon – Youth	1.2.	1.3.
8	Enhancing Community Security and Access to Justice in Lebanese Host Communities - CSAJ	1.3.	1.2.
9	Support Office for Consensus Building, Civil Peace and Constitutional Strengthening – Common Space	1.1.	2.1.

The outcome evaluation is expected to demonstrate whether, why and how the outcomes have been accomplished or are likely to be achieved, and the contribution of the UNDP to a change in the development conditions of the country, after two years of project and actions implementation. **The outcome evaluation will cover the period 2017-2019** as defined in the terms of reference. However, as only 27 months of the five-year cycle are being appraised, and the CPD and the majority of the CPR interventions are still being implemented, it is expected that outcomes may not yet all be achieved. Rather the evaluation will focus on the elements and the processes developed during these two years and a quarter as building blocks towards the realisation of the outcomes. As such, the evaluation will have a prospective nature given its timing as a mid-term formative evaluation[10].

The intervention logic of the CPR programme in regard to the UNSF results framework is as follows:

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[10] OECD/DAC defines as formative evaluation as an "Evaluation intended to improve performance, most often conducted during the implementation phase of projects or programs", OECD/DAC glossary 2002, p. 23. This type of evaluation focuses on the learning value of the process.

Figure 1 UNDP CPR Programme and Strategic Results
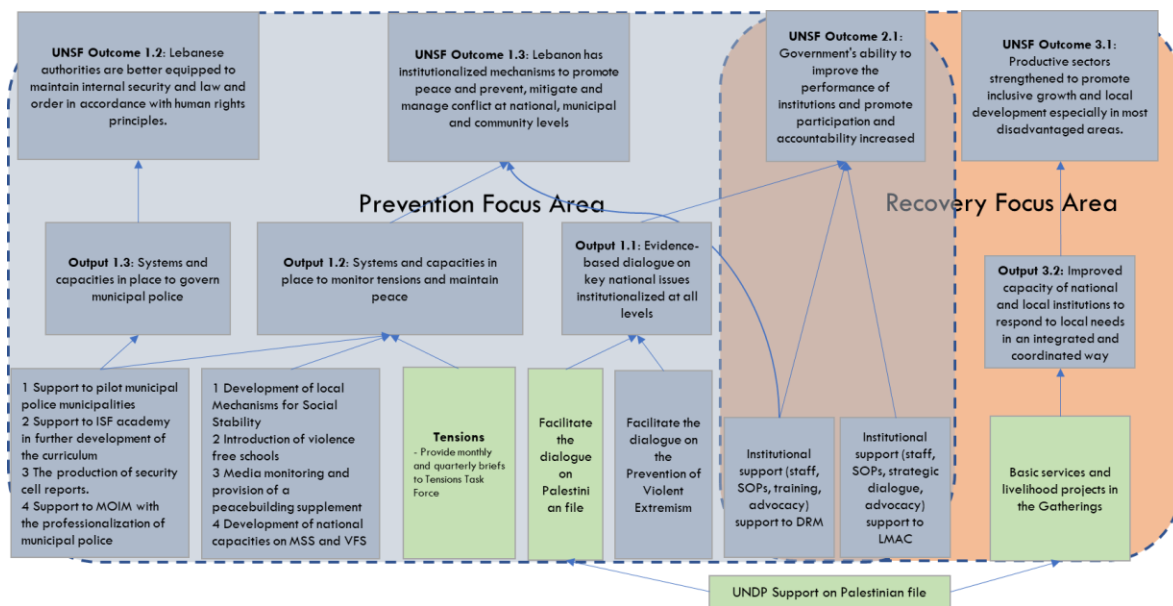
Source: UNDP, CPR unit

A quick note needs to be made concerning the interventions, as not all are slotted in according to their project titles. The first four project outputs that contribute to Output 1.3. and 1.2. of the CPD are part of the project Nr 8 – CSAJ, while the four project outputs under outcome 1.2 relate to project Nr 7 – Peacebuilding, 7a PB Tripoli, 7b Youth. Both projects Nr 5 LPDC and project 9 Common Space are linked to Output 1.1. Project Nr 6 – Gatherings, feeds into output 3.2 and into outcomes 3.1 and 3.2 of the UNSF.

3   Evaluation criteria

The evaluation will address the four criteria laid out in the OECD-DAC Principles for Evaluation of Development Assistance,[11] which defines the following:

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[11] The *DAC Principles for the Evaluation of Development Assistance*, OECD (1991), Glossary of Terms Used in Evaluation, in 'Methods and Procedures in Aid Evaluation', OECD (1986), and the *Glossary of Evaluation and Results Based Management (RBM) Terms*, OECD (2000).

Relevance: The extent to which the objectives of a development intervention are consistent with beneficiaries' requirements, country needs, global priorities and partners' and donors' policies.

Effectiveness: The extent to which the development intervention's objectives were achieved, or are expected to be achieved, taking into account their relative importance.

Efficiency: A measure of how economically resources/inputs (funds, expertise, time, etc.) are converted to results.

Sustainability: The continuation of benefits from a development intervention after major development assistance has been completed.

However, given the nature of the evaluation, the country context, the type of interventions in the CPR programme, it appears necessary to have a broader vision than the traditional development evaluation criteria.

As such, during the initial discussion with the evaluation reference group, it was agreed that additional criteria would be used, drawn from the "Evaluation Peacebuilding Activities in Settings of Conflict and Fragility: Improving Learning for Results"[12], and that is regularly used when evaluating peacebuilding interventions. In addition to the four criteria, issues of **partnership, coherence and coverage** will also be analysed.

Partnerships, because the outcome achieved is always the result of *combined efforts* and not the result of a single agency, as mentioned in the UNDP outcome definition. Therefore, the strategy behind forging partnerships is a key element of analysis for the evaluation.

Coherence, because interventions in conflict prevention or peacebuilding contexts cannot be assessed in isolation. This also includes the linkages/connectedness of the intervention with the policy and national frameworks, as well as complementarity with other actors and between initiatives.

Coverage, because the context in Lebanon is both looking at immediate relief, early recovery and longer-term assistance, and the level of needs is alarming on all accounts. It is therefore important to assess the wider context and be able to establish to what extent interventions can fulfil the overall identified needs regardless of its category as humanitarian, early recovery or development. In conflict prevention and peacebuilding contexts, any kind of assistance must be conflict sensitive.

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[12] Op. Cit.

3.1   Evaluability

Unlike other decentralised outcome evaluations undertaken by the same consultant in other countries, UNDP Lebanon has a strong M&E system in place, a good repository of information and data, and an indicator tracking system that allows a good analysis of secondary sources, for the products and deliverables of the various interventions. It has also created a SharePoint drive with all the relevant documentation for the evaluation and has also developed a useful presentation of the CPR Programme, with one slide showing how the different interventions relate to the strategic results and the planning framework.

The results framework at the UNSF and the CPD levels have clear outcome and output indicators, which are also mentioned in the TOR for the evaluation. However, most of the indicators are quantitative and do not necessarily inform well about the degree of achievement of the outcomes. It was therefore agreed with the evaluation commissioner that the indicators will be mentioned in the evaluation but will not constitute the main source of evidence to inform the findings. Given that peacebuilding interventions often do not lend themselves particularly easily to quantifiable evidence of results, it is preferable to vary the sources of information in order to obtain various forms of qualitative evidence which can be used to contrast with the indicators and quantitative information available at the time of the evaluation. A variety of tools and methods will be used to ensure that the perception of all stakeholders is reflected in the analysis and interpretation of the data. An indicator is a measure at a specific time, but it is neutral and does not explain the reason behind its value. To understand change, it is necessary to complete quantitative information analysis with qualitative information.

3.2   Conceptual framework

Working in conflict prevention and peacebuilding requires also a conceptual framework behind the interventions, to demonstrate the level of conflict sensitivity that should be reflected in the intervention logic. A vast amount of concrete experience appears to have been gained by the UNDP over the years in Lebanon, but the conceptual framework behind its CPR programme (and indeed the rest of its programming in Lebanon) is unclear when looking at conflict analysis. It is necessary to define the universe in which the CPR interventions take place. While a lot of conflict analysis has been done, and there is a clear line of thought behind the CPR interventions, there is no written thread that explains how the different interventions interact and link to achieve the outcomes. Because the outcome statements are so broad, it is also necessary to have concrete sets of achievable results at the intermediate level (beyond outputs) to show the change process that the different CPR efforts have contributed to. The construction of a CPR Theory of Change

would allow to better understand the composition and role of each intervention within the portfolio.

Extensive conflict-management literature exists from academia and practice and is used to inform peacebuilding programmes: from Johan Paul Lederach "Building Peace: sustainable reconciliation in Divided Societies"[13] to CDA's current "Reflecting on Peace practice Program", or the always useful and didactic "Working with conflict: skills and strategies for Action"[14]. UNDP normally uses a tool it has developed known as "Conflict and Development Analysis" or CDA[15]. However, CDA is not the only approach, as the document itself recognised on p. 14, and there are many tools that can be used to support the results of the peacebuilding interventions.

It is particularly important to know the conceptual framework under which conflict prevention and peacebuilding are taking place as different models exist, each grounded on assumptions which should be monitored during programme implementation. Reasons for clearly identifying the concepts used are:

1) Because the expected results drive the methods that will be used to achieve them. It is not the same to work on attitudinal change, which can be achieved through awareness campaign, than behaviour change, which requires a more complex and longer-term approach. Clearly it may be beyond the scope of UNDP to contribute to lasting peace in Lebanon, but it should be clear about what the specific outcomes of CP/PB interventions should be, and how these support the UNSF outcome statements (intermediate results between the project outputs and the CPD/UNSF outcomes).

2) Because it is necessary to have a common language and terminology when working with conflict. It is particularly important for those who work in humanitarian aid and in development to have a shared understanding of the conflict vocabulary. It is necessary to have a common language when looking at the coherence, connectedness and coverage of the various actors.

3) Because conflicts are dynamic and change in time. It would be useful to have a historical representation of the conflict curve in Lebanon since the end of the civil war, particularly taking into consideration that products such as the ones given by the *tensions* project are providing important information that needs to be aggregated and used to have a wider perspective of the conflict from the national perspective.

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[13] First edition, 1998

[14] Working with Conflict: skills and strategies for action, Simon Fisher *et al,* First edition, 2000, Zed Books Ltd

[15] UNDG, Conducting a Conflict and Development Analysis, February 2016, https://undg.org/document/conflict-and-development-analysis-tool/

4) The number of interventions in the CPR programme (and in other UNDP areas of practice) and the level of complexity of the context would require all interventions, whether they are humanitarian, early recovery, or development-oriented, to be fully conflict sensitive. It is unclear for the evaluator why the Peacebuilding in Lebanon project and its two sub-projects under the CPR programme are all placed under the wider LHSP (Lebanon Host Communities Support Project) which fall under a different unit, rather than having all the UNDP's programming across units under an overall conflict prevention and peace building umbrella. The slotting of different interventions under different labels, such as the "stabilisation and recovery", is also a question which will be discussed with UNDP management, particularly looking at the next UNDP programming cycle, to identify whether they respond to specific CO strategies, are responding to donor requests, or have otherwise been defined.

It is hoped that the LCRP (or UNDP) has an overall map of all interventions (humanitarian, early recovery, development) on-going in Lebanon since the start of the LCRP, in order to provide a comprehensive vision of:

a) Whether area-based programming is taking place and if so, to what extent
b) How the two main target areas for the CPR operational interventions – the 251 most vulnerable communities identified by the UN in 2014 as well as the 42 Palestinian Gatherings, have evolved since the start of the interventions. Considering the fluidity and increase in population movements in Lebanon over time, documents consulted also indicate the need to update the list of the 251 most vulnerable communities, as the situation has evolved since the 2014 identification process.

Another aspect of importance when dealing with conflict prevention and peacebuilding is the importance of the intangible components. While donors are more easily prone to fund interventions that are able to generate visible results, such as infrastructure and shelter, it is much more difficult to obtain funding for the less visible elements of peacebuilding. Psychosocial support provided to a traumatised population, including former fighters, can contribute to creating a starting point towards reconciliation, particularly if individual healing is achieved. Soft skills such as negotiation, advocacy, mediation, are all essential elements and components of interventions in conflict prevention and peacebuilding. It is unclear to what extent these elements are supported by the donors and incorporated into the various interventions that make up the CPR programme, if at all. Donors should be made aware that supporting conflict prevention activities should be based on a comprehensive understanding of working in conflict with a holistic approach, on the importance of reliable mid to long term flexible funding, on the necessary linkages between the concrete interventions (services, shelters, economic empowerment and livelihoods) and the intangible, but equally important,

soft components (advocacy, mediation, psychosocial support) and the necessary efforts that need to be deployed at the governance level (national government, policy making, negotiation and advocacy between different leading factions and communities representatives) as well as the bottom-up participatory approach of community empowerment on both hard and soft components. This leads to more flexible untied funding requirements and strategic mid to long-term partnerships with the donor support base.

For the CPR programme, it is therefore important to set a clear vision of the results that conflict prevention and peacebuilding can achieve in a concrete manner, as the intermediate step in the results hierarchy between the individual outputs of the interventions and the broader outcome statements of the CPD/UNSF, through the development of a theory of change (ToC) for conflict prevention and peacebuilding.

4 Proposed evaluation plan and methodology

This section presents the evaluation matrix and proposed methodology based on the foregoing outline of UNDP's CPR programming. The figure below summarises the evaluation design through a diagram that shows the different levels of analysis from the individual interventions to the UNSF/CPD outcomes:

Figure 2. Evaluation Design
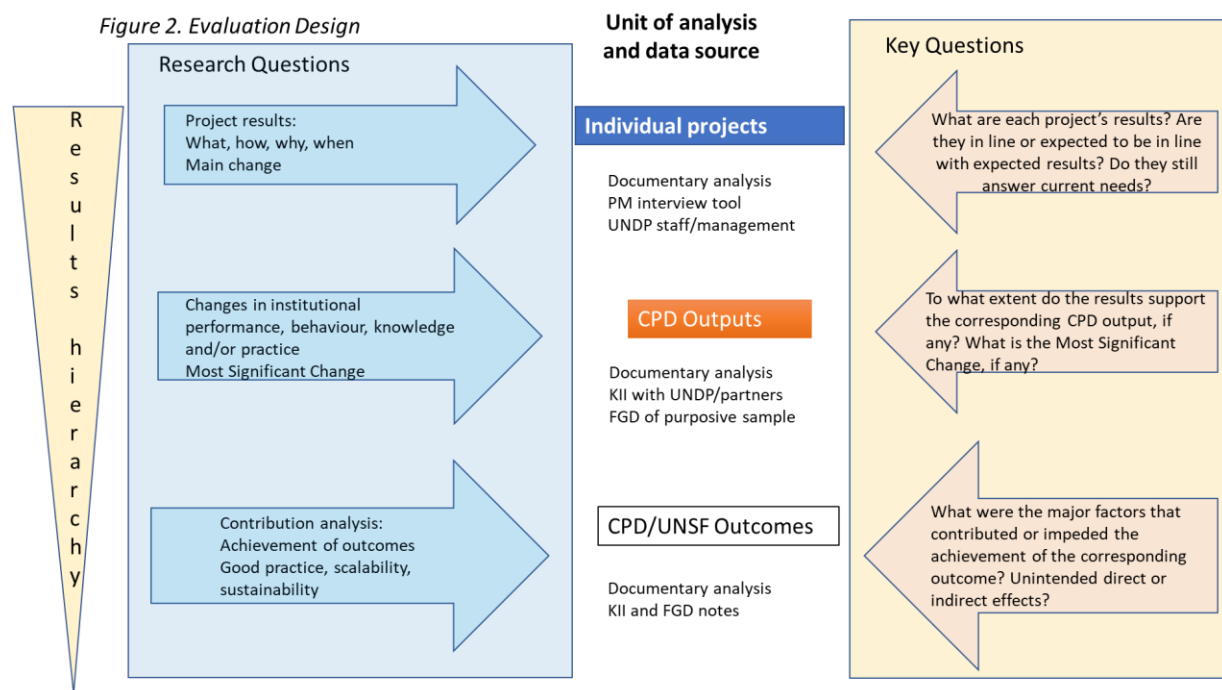
The approach to the evaluation will be participatory and follow the recommendations of the "utilization-focused evaluation" approach that is described by M. Q. Patton in his book of the same name that continues to be a good practice reference material for the conduct of evaluations.[16] In order to ensure stakeholder participation, the evaluator will prepare an initial power point presentation of the evaluation process to all evaluation stakeholders. The objective is to explain the evaluation methodology to the wider stakeholder group as well as to obtain their own views and expectations from this mid-term formative outcome-evaluation process. Similarly, at the end of the in-country data collection on 12th April 2019, the evaluator will hold a debriefing workshop in which the preliminary findings and conclusions will be discussed and shared with the various evaluation stakeholders.

The evaluation will use a mix of methods in line with its objective and including an innovative data collection tool to be used for project managers and UNDP management regarding the results of the different interventions that make up the CPR programme as agreed with the evaluation reference group and described hereunder.

As defined in the UNDP Outcome-level evaluation companion guide, the main objective is to appraise the changes in institutional performance and/or behaviour as a result of the programme undertaken, which is not the sole contributor to the outcome, since an outcome is by essence the result of the contributions of multiple actors. The evaluation will focus on intended or unintended changes and effects that can be appraised through the various methods of data collection that will be used by the evaluation and through contribution analysis. Where the outcomes have not yet been achieved, the evaluation will assess the likelihood of achieving the outcomes, based on the various methods of data collection and analysis. Given the nature of the CPR programme and the country context, conflict analysis will be a constant perspective when analysing data and information collected and during the literature analysis.

The evaluation mixed methods approach will consist of the following phases. For every phase the evaluation uses a range of tools and methods:

1) **Documentary review and analysis phase.**
   This phase is based on the review and analysis of all documentation submitted via the SharePoint drive by UNDP. The amount of information is quite large and substantial time and effort was invested in the documentary analysis which started at the end of February 2019. The full bibliography is included as annex. Each document provided was read twice and content analysis and note taking was used. Questions and emerging topics were

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[16] M.Q. Patton, "Utilization-focused Evaluation", Sage Publications, 3rd Edition, 1998

discussed with the evaluation reference group. The current inception report represents the main deliverable associated with phase 1. A set of data collection tools have been developed, as well as the evaluation matrix, the definition of the key questions, and the preliminary selection of the evaluation respondents and tentatively two site visits for holding FGD based on purposive sampling (criterion: learning value based on best-case scenario, and most difficult case scenario). Another deliverable which will be prepared upon acceptance of the inception report is the power point presentation for all evaluation stakeholders on the first day of the in-country data collection phase.

2) **In-country field data collection in Lebanon** from 1st April 2019 to 12th April 2019 inclusive. The different methods for collecting data will primarily be:

One key source of qualitative data collection will be Key Informant Interviews (KII). *Interviews will be semi-structured using a questionnaire/interview protocol with several questions including close-ended and open-ended questions, as well as five-point rating scales, to ensure consistency and comparability*. The KII normally take up to 60 minutes for each interview, if they can be held in English or French language. If interpretation is needed, the interview time should be augmented to 75 minutes. In addition to KII, there may be group interviews (when more than one informant attends the meeting) and **Focus Group Discussion (FGD)**, particularly for two purposely selected sample sites with beneficiaries. FGD are normally taking place with a maximum of 12 persons and around a few pre-selected topics for up to about 90 minutes. The evaluator animates the discussion, either tapes (previous informed consent) or takes notes of the responses so evaluative evidence is collected during the FGD. It is likely that UNDP will have to provide interpreters for the selected FGD in selected sites.

Another source of data collection will be **on-site observation**.

Findings will be triangulated where and when possible (e.g. having confirmation from three different sources) to ensure the credibility of the evaluation and when reporting perceptions or anecdotal evidence, it will be specifically mentioned that the findings cannot be considered statistically representative or be generalized beyond the specific group of respondents (e.g. FGDs).

On 12ᵗʰ April 2019 in the afternoon a Power Point presentation of the preliminary findings of the evaluation mission, as well as conclusions and recommendations, will be made to all interested stakeholders.[17]

3) **Preparation of the draft evaluation report**

Based on the data analysis of notes and evaluative evidence gathered during phases 1 and 2, the evaluator will prepare the draft evaluation report. This will be done with the evaluator based at home, and **the draft evaluation report** will be provided within twelve working days after the end of the field collection phase to the UNDP. The evaluation manager will have two weeks to provide the consolidated comments to the evaluator for the preparation of the final report.

4) **Final evaluation report**

A final evaluation report will be submitted to the UNDP evaluation manager within three working days from the date of receipt of the consolidated comments but in any case, not later than fifteen working days after the receipt of the draft evaluation report.

Purposive Sampling strategy for site visits and FGD:

It was discussed and agreed with the evaluation reference group that the sites to be visited by the evaluator during the data collection phase will be two: one best-case scenario to learn on the main factors that contributed to successful project results, how these contributed to CPD results, and to what extent they contributed to the CPD/UNSF relevant outcome. The other site will be selected where numerous constraints impeded achieving the expected results and will be used as a case study to identify lessons and provide forward-looking recommendations. It was also decided that the sites would be chosen from three specific interventions: Peacebuilding (PB) in Lebanon project Phase 3, Community Security and Access to Justice, and Gatherings. The final selection should be made by the evaluation reference group and incorporated into the final inception report.

4.1   Evaluation tools

In view of the complexity of the CPR programme and to remain focused on the larger CPR vision as requested by the TOR, the evaluator has developed an innovative tool to capture individual project results. Although there are enough documents which inform about the individual project implementation, the credibility and reliability are limited. The various evaluation reports show different levels of professionalism and in some cases fall short of expectations. In order to obtain

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[17] As agreed with the evaluation manager, this presentation will substitute deliverable 5 of the TOR

a more comprehensive view of the CPR programme interventions, a tool to provide a series of rating on a five-point scale has been designed with specific criteria, including specific peacebuilding criteria, as contained in the OECD/DAC guidance for evaluation of peacebuilding programmes.

The assumption in the use of this tool is that each project manager is the person best placed to inform the evaluator about the project's key results and is the best and most knowledgeable respondent. As a result, a Key Informant Interview will be undertaken using the five-point rating scale with the following complementary criteria:

Coverage, key results, relevance, funding availability, strategic value, partnerships, evaluability, coherence/connectedness

Each criterion will be clearly explained to the PM in order to ensure that all project managers have the same understanding of the criteria. PM ratings will be discussed with the evaluator and confronted to the evidence gathered during the documentary analysis and the contents of the evaluation reports (where available), so that the final ratings will result from a consensus between the PM appreciation and the credibility of the evidence provided for the rating. Each project in the CPR programme will therefore have a graphic which will be similar to the following example:
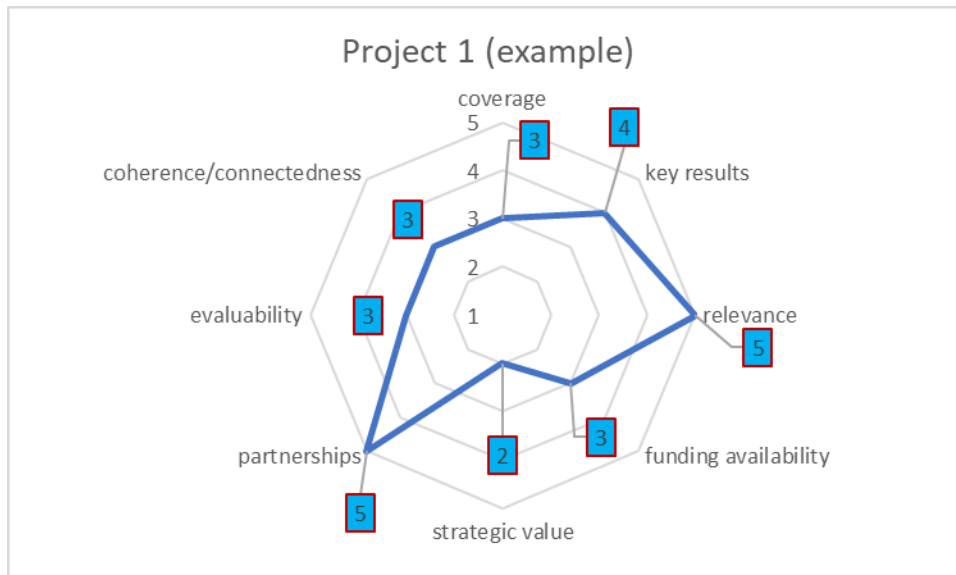
Source: evaluator proposal

These intervention ratings will also be used further to explore the Most Significant Change, assess the contribution to the CPD Outputs and the contribution to the CPD/UNSF Outcomes.

4.2   Evaluation respondents and list of interviewees

All primary project counterparts will be interviewed as key informants, as well as the evaluation reference group members and the members of the project steering committees to the extent possible. The list is therefore based on the national counterparts included in the UNDP projects. In addition, UNDP staff themselves, UN agencies, NGOs, donors and Civil society organisations will also be interviewed in addition to direct beneficiaries through two site visits and FGD. Concrete examples of achievements, changes, increased capacities, and other evaluative evidence samples will be collected from interview notes and FGD.

Level of interviewees: the evaluator needs to obtain both the political/Institutional view, e.g. interviews with decision makers and managers, as well as the technical view, e.g. with the institutional experts, to appraise the capacity development and changes brought about by the different interventions. Therefore, *every national counterpart interview should be held, to the extent possible, with both political and technical staff to gain both perspectives on the results of the programme.* If separate meetings cannot be held, group meetings of the management and technical staff can be held jointly. It is important to ensure both types of respondents are available given the different purposes linked to the CPR interventions and the entry point for each intervention (bottom-up community-based approaches, or policy making and advocacy, or institutional capacity development, etc.)

Data validation: The evaluation will use triangulation (e.g. confirmation from three different sources) to present a finding and ensure credibility and accuracy. This will facilitate the difference between individual perceptions and institutional/collective views leveraged. A clear distinction will also be made between the interpretation of the data (subjective) versus the triangulated findings (objective and factual).

The list of suggested respondents for the evaluation are as follows:
Days 1-2: UNDP senior management (RR, CD), CPR head of unit, all Project Managers (9) for interview on the project appraisal tool mentioned above, M&E specialist and evaluation manager.
Day 3 to 12: Ministry of Social Affairs, Municipalities and SDC trainers on MSS, MRR, MRS, Ministry of Interior and Municipalities and ISF (all project board/steering committee members and technical staff) information and/or data officer at ISF (violent incidents log) and trainers, Council for Development and Reconstruction (Gatherings), Lebanese Mine Action Centre, UNDP LHSP project manager, Donors – DFID, Swiss cooperation, German cooperation, Dutch Cooperation, PRM, Japan, Australia, EU, Canada - United Nations agencies (UNRWA, UNHCR, UNICEF, ILO), key NGO partners (including one problematic case of partnership), OPCM (PVE),

LAF (LMAC), LPDC, MEHE (PB phase 3 and VSF), PBSO/PBF (if present in Lebanon, Youth project), Maharat Foundation, Lebanon Support and Fighters for Peace (PB), two selected site visits based on purposive sampling drawn from either CSAJ, PB or Gatherings interventions (including community based FGD and interviews with local level governance and implementing partners). The evaluation reference group should suggest the name of the selected sites for discussion with the evaluator and inclusion in the final inception report. In addition, UNDP evaluation reference group is free to suggest additional respondents (such as academia, or media or other potential respondents).

The following table provides the evaluation matrix and guide for the data collection tools and sources for the evaluation criteria as defined in this report. The UNDP evaluation focal point will be responsible for confirming the appointments and facilitating the interviews and visits to relevant sites/locations and all logistical arrangements for the mission.

5   Evaluation matrix

The evaluation will use the following **Evaluation Matrix**

Criteria	Evaluation questions	What to look for	Data sources	Collection methods
Relevance	- To what extent is UNDP's engagement in these outcomes a reflection of strategic considerations? -Are there consistent with the country's needs and intended beneficiaries, UNDP Strategic Plan and SDGs? -How responsive to the evolving context is UNDP's engagement? -Is UNDP positioning in each outcome strategic and to what extent has UNDP been influential in country debates/dialogues?	- Comprehensive situation analysis prior to design - Are the resources allocated enough to achieve the objectives of the programme? Strength of the design	- UNDP staff (CPR and PMs) - partners - Civil society - Donors - UN agencies Using KII and FGD	National plans and reports on national priorities Interviews with KI, partners, CSOs, government, donors, UN agencies Notes from KII/FGD ROAR -PM tool
Effective-ness	-Are/will the projects' expected results (be) achieved? -What progress has been or may be made?	- What changes can be observed as a result of the outputs? - Have needs of disadvantaged	- Programme documents - Annual reports - Evaluation reports	- Stakeholder interviews (KII) - Document review - Beneficiary focus groups (FGD)

	-What changes have been triggered? (Most Significant Change approach) -How effective was UNDP's partnership strategy? -Is UNDP equipped to deliver effective outcome results? -How effective was UNDP's capacity development strategy to facilitate dialogue? -Evaluative evidence of good practice and key results? - to what extent are the outcomes achieved/likely to be achieved? -To what extent have the results at the outcome and outputs levels mainstreamed gender concerns?	groups been considered? -Interaction between partners and capacities (Govt., UN, etc.) -are projects aligned with the CPD outputs and outcomes?	- Stakeholder interviews - Secondary literature - KI and FGD - Outcome indicators and CPD results framework data - Project managers - Gender Marker	- On-site visits to sample projects including at provincial/district level - Notes from FGD and KII - ROAR - PM tool
Effici-ency	- Was project management efficient and oriented towards delivering results -Was the M&E system supporting management efficiency -were hypotheses and risks monitored and tracked? -the conceptual model behind each intervention clearly stated, including assumptions -Does the CPR unit have a ToC for its programme portfolio - How did the CPR promote the principles of gender equality, human rights- based approach, and conflict sensitivity?	- Effective mechanism for monitoring implementation - Are resources focused on critical activities or are they spread too thinly? - How responsive to changing needs is the CO?	- Programme documents - Evaluation reports - ROAR reports - Government partners - NGO and CSO partners - UNDP staff and project managers	- Desk reviews of secondary data - Interviews with government partners, NGO and CSO partners and other partners Notes from KII and desk review ROAR -PM tool
Sustain-ability	- Were initiatives designed to have sustainable results given the identifiable risks? - Did they include an exit strategy? - Is there threat to sustainability? - How has UNDP approached the scaling up of successful initiatives? - To what extent has government taken up on these initiatives?	- Political, institutional, Financial, Technical and Environmental factors - What corrective measures did UNDP take? - government ownership and commitment	- Evaluation reports - Progress reports - Programme staff and PM - KII and FGD	- Desk reviews of secondary data - Interview UNDP programme staff and Programme Managers Notes from KII/FGD - PM tool
DAC/OECD Peace building criteria:			

coverage	- To what extent are identified needs covered? - Are evolving needs regarding vulnerability tracked (2014 UN/govt assessment of 251 communities)? - Is UNDP ensuring all the most vulnerable are being supported (leave no one behind) - How are the 251 vulnerable communities and 42 Gatherings linked in UNDP's programme?	Geographical areas of intervention -evidence of area-based programming	-Project documents Evaluation reports UNDP staff and project managers, KII and FGD	Desk review of secondary data -Interviews with UNDP staff and Partners -KII/FGD notes -PM tool
Coherence/ Connected-ness	-To what extent do other actors contribute to the outcome statements? - Are UNDP's partnerships providing added value?	--inclusiveness of partners to achieve the outcome -linkages and coordination within LC	Project documents Evaluation reports UNDP staff and PMs Government partners Beneficiaries	Desk review Interviews (FGD, KII) and field level observations -PM tool
Funding availability	-to what extent is multi-year untied funding available? - is UNDP added-value justifying long term unearmarked funds?	Donors, UNDP management and PMs	Documents, KII	PM tool and KII notes

6   Quality assurance and standards

The evaluation will benefit from the support of the Country Office and will be placed under the overall supervision of an evaluation manager as well as a focal point at the CO, and the contribution of an Evaluation Reference Group.

The evaluation will follow the required quality standards as mentioned in the TOR, particularly the UNEG Evaluation Standards, Ethical Standards for Evaluations, and the guidance from the UNDP Handbook on Planning, Monitoring and Evaluation for Development result, as well as the UNDP outcome-level evaluation companion guide book and the UNDG RBM Handbook.

The evaluation manager agrees to fill in a customer satisfaction form and return it to the evaluator once the final report has been accepted and the assignment completed.

7   Timelines and schedule of deliverables

The evaluation is budgeted for a period of 32 working days from February 2019 and includes field work in Lebanon for the period 1st April to 12th April 2019 both inclusive. The evaluator will submit the following outputs as per the schedule of deliverables:

a) Draft inception report …………………………………………………………………22nd March 2019
b) Final inception report……………………………………………………………………1st April 2019
c) Power point presentation of the evaluation…………………………………………1st April 2019
d) Power point debriefing of preliminary findings………………………………12th April 2019
e) First draft report……………………………………………………………………………26th April 2019
f) Receipt of consolidated comments from evaluation manager…………10th May 2019
g) Final report……………………………………………………………………………………..15th May 2019

8 Proposed report structure

The evaluation will submit a report of not more than 40 pages excluding Annexes. The proposed report structure as per the ToRs and follows the UNEG evaluation report quality checklist (2010). All deliverables will be submitted in electronic format and no hard copy will be provided.

In order to protect respondent's confidentiality, and particularly at local level and in interviews with beneficiaries and focus groups, names and identities will not be publicly displayed in the evaluation report, in line with proper evaluation practice and UNEG norms and standards.

8.1 Evaluation constraints and limitations

The evaluation time-frame is too short and in particular the preparation time should be longer, with 12 days allocated to the documentary analysis and preparation of the inception report, given the volume of data and information, the complexity of the subject matter, and the level of understanding required to develop the current inception report and the evaluation tools and key questions. Based on the evaluator's personal experience, it is recommended that Outcome evaluations should not be budgeted for less than 40 working days, as the effort level is higher than is currently contractually defined.

The evaluator does not speak Arabic, so interpretation will have to be provided for those respondents who speak neither English or French. The evaluator has not worked previously in Lebanon but has substantial evaluation experience (95 evaluations completed) including in UNDP and conflict prevention programmes. Details are available at the following address: www.suburconsulting.es

Annex 3: Bibliography

1   ROAR 2018, Lebanon   Monitoring report

2   ROAR 2017, Lebanon   Monitoring report

3   CPD Lebanon 2017-2020   Planning document

4   UNSF 2017-2021 Planning document

5   UNSF annual report 2017 Monitoring report

6   Internal Review: Peacebuilding in Lebanon   Evaluation, review

7   Evaluation: Lebanon Host Communities Support Programme   Evaluation, review

8   Evaluation: Palestinian Gatherings Project   Evaluation, review

9   Disaster Risk Management results oriented mission report   Evaluation, review

10   Peacebuilding Evaluation Mechanisms for Social Stability - KDC   Evaluation, review

11   Assessing Vulnerabilities in Palestinian Gatherings   Project publication

12   Population and Housing Census in Palestinian Camps and Gatherings   Project publication

13   LMAC annual report 2017 Project publication

14   LMAC annual report 2018 Project publication

15   LMAC Strategy Milestone mid-term review   Project publication

16   Peacebuilding evaluation of Violence Free Schools   Evaluation, review

17   LPDC Annual Project Report 2017   Monitoring report

18   LPDC Annual Project Report 2018   Monitoring report

19   DRM Annual Project Report 2017   Monitoring report

20   DRM Annual Project Report 2018   Monitoring report

21   DRM Independent Evaluation   Evaluation, review

22   Funding Windows Final Narrative Report   Monitoring report

23   Community Security Annual Project Report 2017   Monitoring report

24   Community Security Annual Project Report 2018   Monitoring report

25   Preventing Violent Extremism Progress Report   Monitoring report

26   Employment & Peacebuilding Progress Report   Monitoring report

27   Tensions Project Annual Progress Report 2018   Monitoring report

28   Common Space Initiative Annual Progress Report 2018   Monitoring report

29	LMAC Factsheet	Project publication
30	LPDC Factsheet	Project publication
31	Gatherings Factsheet	Project publication
32	Peacebuilding factsheet	Project publication
33	DRM factsheet	Project publication
34	Community security factsheet	Project publication
35	Common Space Initiative factsheet	Project publication
36	LMAC Annual Report 2016	Project publication
37	UNSF results report	Monitoring report
38	Evaluation: Palestinian Gatherings Project	Evaluation, review
39	LHSP evaluation	Evaluation, review
40	LHSP evaluation summary	Evaluation, review
41	Aktis strategy (Endline evaluation) - LHSP	Evaluation, review
42	MSR presentation	Project publication
43	Tensions Quarterly Brief	Project publication
44	Project Document Common Space Initiative	Project Document
45	Project document Peacebuilding in Lebanon	Project Document
46	Project document Palestinian Gatherings	Project Document
47	Project document Lebanese Palestinian Dialogue Committee	Project Document
48	Project document Lebanon Mine Action Center	Project Document
49	Project document Preventing Violent Extremism	Project Document
50	Project document Employment and Peacebuilding	Project Document
51	Project document Tensions Monitoring System	Project Document
52	Project document Community Security and Access to Justice	Project Document
53	Project document Tripoli peacebuilding	Project Document
54	Palestinian Gatherings annual project report 2017	Monitoring report
55	Palestinian Gatherings annual project report 2018	Monitoring report
56	LMAC annual project report 2017	Monitoring report
57	LMAC annual project report 2018	Monitoring report

58   Peacebuilding Annual project report 2017   Monitoring report

59   Peacebuilding Annual project report 2017   Monitoring report

Annex 4: List of Interviews and Mission Agenda

UNDP

1. Celine Moyroud – Resident Representative
2. Tom Thorogood – Chief Technical Advisor, Stabilization and Recovery
3. Margunn Indreboe – Senior Inter-Agency Coordinator
4. Edgard Chehab – Assistant Resident Representative
5. Fadi Abilmona-Programme Manager, Crisis Prevention and Recovery
6. Marat Murzabekov - M&E Officer, Crisis Prevention and Recovery
7. Wassim El Chami-Programme Associate, Crisis Prevention and Recovery
8. Tom Lambert – Social Stability Sector Coordinator
9. Nancy Hilal, Project Manager, Palestinian Gatherings
10. Joanna Nassar, Project Manager, Peace building in Lebanon
11. Martin Borgeaud, Chief Technical Advisor, Community Security and Access to Justice
12. Abdelnasser Al Aiye, Project Manager, Lebanese Palestinian Dialogue Committee
13. Zahi Chahine, Project Manager, Disaster Risk Management
14. Ariane Elmas, Mine Action Advisor, Lebanese Mine Action Center
15. Marina LoGuidice, Chief Technical Advisor, Lebanon Host Communities Support Project
16. Muhammad Abo Shaqra, Project Manager, Prevention of Violent Extremism
17. Jean-Charles Rouge, Monitoring and Evaluation Officer
18. Malin Herwig, Programme Advisor, Conflict Prevention and Peacebuilding

Partners

19. Sarah Jackson, Conflict, Stability and Security Fund
20. Alain Waked, DFID
21. General Ahmad Hajjar, ISF Academy
22. Ziad Saab- President, Fighters for Peace
23. Lukman Sleem, Director of UMAM
24. Rima Al Kassem, UNRWA
25. Raghed Assi, Programme Manager, Sustainable Livelihoods & Development
26. Dr. Hassan Mneymneh, LPDC Chairman
27. B.G Jihad Bachaalany, LMAC Director
28. Roula Mikhael, Director of Maharat Foundation
29. Klaus Kirchmann, Senior Consultant KFW
30. Jon Hedenstrom, UN Resident Coordinator Office
31. Antoine Haddad
32. Raghda Allouche, Norwegian Embassy
33. Peter Farah, Advisor to the Minister of Social Affairs
34. Richard Akiki, UNHCR
35. Gaby Nasr, Chairman of L'Orient Le Jour
36. Aimee Karam, UNICEF

37. Kassem Aina, General Director, Beit Atfal Assomoud

Interview protocol project managers UNDP – PMIT

1) Since when are you Project manager (date)
2) Past experience/background
3) Project Title:
4) Were you involved in the project design? If so, how? If not, who was the
5) We will use a 5-point rating scale to appraise several aspects from the project from your perspective, which will be discussed in light of the documentary evidence analysed. The analysis is always made in **relation to the outcomes** that UNDP is contributing to, which vary according to the project. You are expected to rate you own project in relation to:
6) Its strategic value (explain)
7) Its funding availability (is it liked by donors and marketed?)
8) Its evaluability (capacity to show results)
9) Its partnership value (do what extent are partnerships leverage under this project to achieve the expected results)
10) Coverage (e.g. a) geographical b) based on needs or c) specific target groups – Can the project be considered an area-based intervention?
11) Coherence/connectedness – to what extent is the project linked to complementary interventions by UNDP or other actors? What is the level of coordination amongst implementing partners? Within UNCT? With donors?
12) What level of key results has been achieved? Which ones
13) Strengths of project
14) Weaknesses and gaps
15) Potential improvements
16) Is the vision of success for this project sufficiently clear and understandable by all? (partners, beneficiaries, government counterparts, etc.)

Interview protocol donors

1) What are currently your main funding priorities in Lebanon
2) How long have you been funding UNDP for?
3) What is the value for money you are receiving from UNDP funding – 1 to 5
4) How effective is UNDP in reaching its objectives? 1 to 5
5) How efficient is UNDP at programme management and implementation levels ? 1 to 5
6) Is UNDP incorporating sustainability in its programme interventions ? 1 to 5
7) To what extent is UNDP's programme gender-sensitive? 1 to 5
8) Are you able to fund medium to long-term interventions (3 to 5 years) or ensure multi-year funding?
9) Is the current context in Lebanon conducive to supporting development (non humanitarian) interventions?
10) What are UNDP's strengths or comparative advantages?
11) To what extent are interventions aiming at institutional support achievable in the current context?
12) Is the funding allocated to Lebanon subject to a conflict sensitivity analysis
13) Do you know the CPR interventions in Lebanon?
14) Is UNDP programming addressing the drivers of conflict in this country
15) Do you support peacebuilding/conflict prevention efforts in Lebanon
16) To what extent do you have flexibility to ensure funding for untangibles and generally interventions which do not show visible results
17) Where do you believe UNDP should concentrate its efforts in the new programming cycle (2021-2025)

Interview protocol UNDP partners

1) How did you become a partner (genesis)
2) What specific project did you support/partner with?
3) Did UNDP contribute to your capacity development 1-5? How so?
4) What were the key results – rating on 1 to 5
5) What are the strengths of UNDP
6) What are its weaknesses
7) How strong is UNDP in establishing partnership 1-5
8) What difference did the project make (MSC)
9) What would happen if the project didn't exist
10) What should UNDP improve and what should UNDP concentrate on?
11) Are you applying conflict sensitivity in your work – 1 to 5 – what does it mean?
12) Is UNDP perceived as an impartial body (no political agenda)
13) How much is UNDP donor-driven 1-5
14) Is UNDP strategically positioned in the country? 1-5 why
15) Is its CPR programme addressing the root causes of conflict? 1-5 why
16) Is the CPR programme geographically balanced? 1-5 why

MOST VULNERABLE LOCALITIES IN LEBANON
March 2015

Inter-Agency
Coordination
Lebanon

Calculation of the Most Vulnerable Localities is based on the following datasets:

1 - Multi-Deprivation Index (MDI)

The MDI is a composite index, based on deprivation level scoring of households in five critical dimensions:

i - Access to Health services;
ii - Income levels;
iii - Access to Education services;
iv - Access to Water and Sanitation services;
v - Housing conditions;

MDI is from CAS, UNDP and MoSA Living Conditions and Household Budget Survey conducted in 2004.

2 - Lebanese population dataset

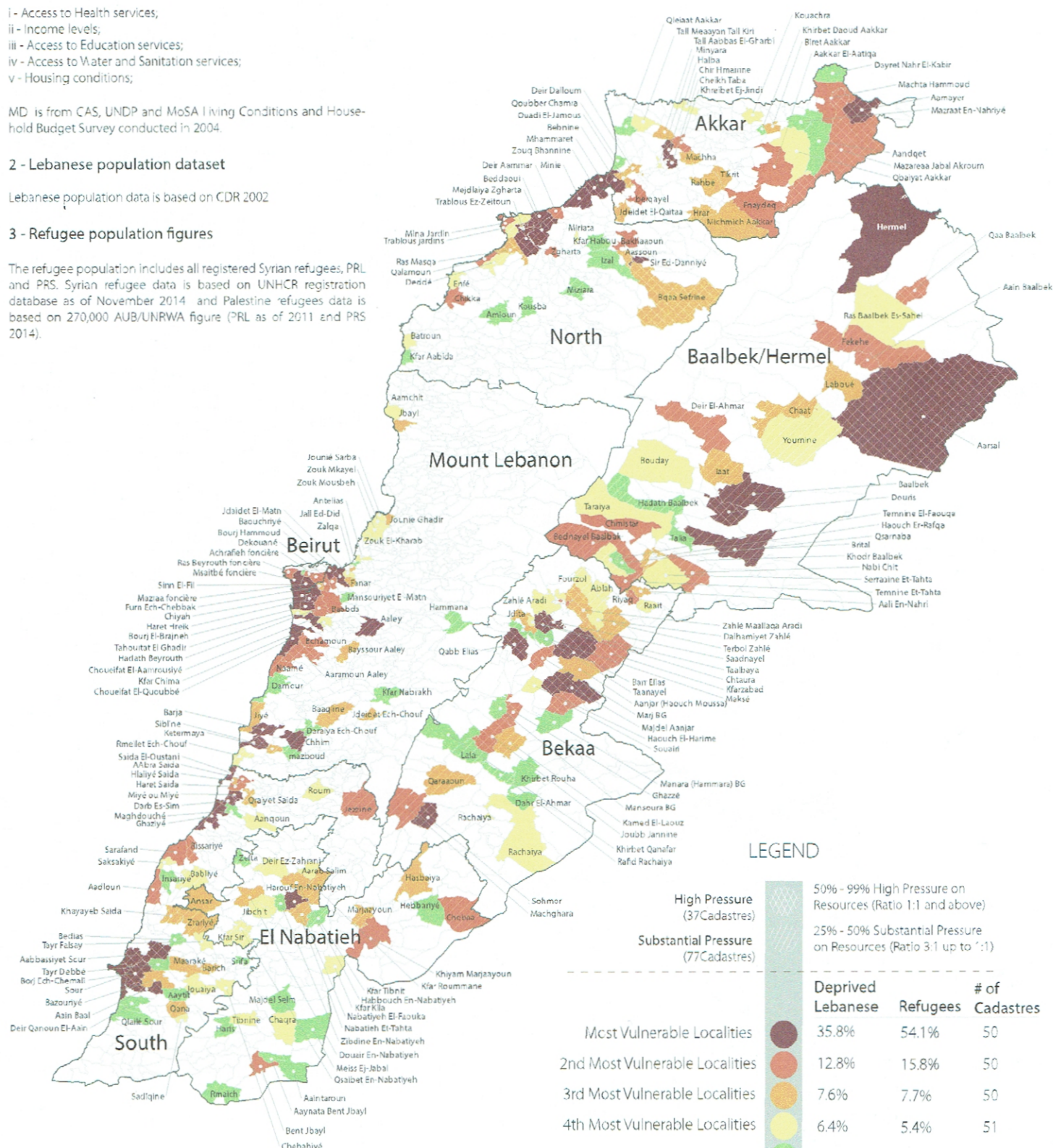Lebanese population data is based on CDR 2002

3 - Refugee population figures

The refugee population includes all registered Syrian refugees, PRL and PRS. Syrian refugee data is based on UNHCR registration database as of November 2014 and Palestine refugees data is based on 270,000 AUB/UNRWA figure (PRL as of 2011 and PRS 2014).

251 Most Vulnerable Cadastres
87% Refugees
67% Deprived Lebanese

LEGEND

		50% - 99% High Pressure on Resources (Ratio 1:1 and above)
High Pressure (37 Cadastres)		
Substantial Pressure (77 Cadastres)		25% - 50% Substantial Pressure on Resources (Ratio 3:1 up to 1:1)

		Deprived Lebanese	Refugees	# of Cadastres
Most Vulnerable Localities		35.8%	54.1%	50
2nd Most Vulnerable Localities		12.8%	15.8%	50
3rd Most Vulnerable Localities		7.6%	7.7%	50
4th Most Vulnerable Localities		6.4%	5.4%	51

Possible structure of the next CPR programme for the upcoming CPD

Outcome 1 CPR programme: *improved social cohesion through mechanisms that set enabling conditions for dialogue, confidence building and national and local level conflict prevention and resolution*

MOV : perception survey – random sample of the population (10%) across all groups of inhabitants, ensuring representation from all diverse groups, security conditions allowing

Indicator: % of respondents who perceive improvement in social cohesion (positive assertion)

Alternatively: % of respondents who perceived reduced tensions (conflict prevention focus)

Assumptions: the projects are implemented with objective of creating significant change in the areas of intervention, and are not designed as small-scale pilots

Projects contributing to outcome 1: Peacebuilding, Palestinian Gatherings, CSAJ

Outcome 2 (intermediate outcome resulting from the projects and directly supporting and feeding into the wider outcome 1): *Improved data collection and analysis on tensions and risks used to inform conflict sensitive programming*

MOV – perception survey on use of analytical reports

Indicator: a) external audience: number of report recipients that use the reports for programming

b) internal audience: number of UNDP projects that use the reports to adjust their implementation

Assumptions: the quality and depth of analysis includes trends and a timeline showing the different trends on a geographical map and allow to make programmatic adjustments

Projects: Tensions, PVE

Outcome 3 CPR: *Improved evidence-based policy making in support of social cohesion and human rights informed by results of successful interventions*

Indicator: number of policies adopted containing provisions contributing to social cohesion and human rights

Assumptions: the results of UNDP interventions are used to inform decision-making at the policy level

Project: LPDC, Common Space – potentially CSAJ and Peacebuilding

Outcome 4 CPR: *Operational projects developed through a participatory and bottom-up approach have achieved a positive change in the social dynamics of the communities*

Indicator: % of community residents that recognise a positive change in social dynamics

MOV: survey of targeted intervention communities

Assumptions: All operational projects are linked by the common goal of contributing to confidence building and improving social dynamics through participatory decision-making mechanisms

Projects: Gatherings, Peacebuilding, CSAJ

Outcome 5 CPR: *enhanced capacity of national institutions to apply international and humanitarian standards*

Indicator: Number and type of additional international or humanitarian standard included in the institution's SOP.

Number of new policy decisions made incorporating international and humanitarian standards.

Project LMAC, and potentially additional projects with similar objectives

Narrative:

In the next CPD the CPR programme should more strongly be identified as a key factor for improving social cohesion. This could and should be the overarching outcome of the CPR programme.

But the outcome should be reached through the support of a sub-outcome related to data collection and analysis. This is important to inform *all CPR programming* through tensions and trends analysis. The data analysis should be part of a Management Information System (MIS) that serves both the policy level, by feeding the analysis to the higher-level constituents for decision-making on policy and by-laws, but also to the operational level, so that those interventions that are working at the field level also are informed and can take remedial action in their projects to address specifically identified threats or tensions. This implies a much closer relationship within the CPR programme amongst the projects, as each needs to have a greater degree of interaction, specifically around the common vision of how these projects are contributing to the wider outcome 1. This interaction should be ensured by the CPR programme manager.

Because a good CPR programme should contain policy level interventions, data analysis and information intervention, and operational interventions that work from a bottom-up approach using participatory methodologies at the field level, the CPR programme should have secondary outcomes for each of these groups of projects, with the exception of outcome 5 that relates specifically to LMAC, but could also be used for other nationally executed capacity development interventions.

Outcomes 2 to 4 should therefore be closely working with each other and informing each other, while contributing to the overarching outcome 1 statement for the CPR programme.

At the same time the operational projects under outcome 4 should be mindful of their capacity to cover identified needs and include coverage information in its monitoring and reporting. But for this they need to have a sufficient amount of funding and resources, so that in case of insufficient resource, the decision should be to concentrate on fewer municipalities and locations in order to achieve good results, rather than spreading efforts across areas and components. Here the assumptions regarding the coverage should be explicit, particularly as regards to the trade-off between targeting "more people or key people", since the assumption should be to create a critical mass of beneficiaries supporting the processes that are being developed. There needs therefore to be a certain threshold to consider the interventions as a success, and this should be linked to the degree of coverage provided.

The amount of additional monitoring to be provided for the outcomes is not too much if it is built into the project monitoring plan of each intervention. Technical guidance appears to be available at the LCRP interagency coordination and should be used. The M&E function in the CO should be strengthened particularly as regards to area-based coverage and outcome monitoring.

CPD outcome statements – To be determined

Contributes to the above CPD outcome(s)

Contributes to the above CPD outcome

Outcome 1 – Overarching CPR programme outcome

Improved social cohesion through mechanisms that set enabling conditions for dialogue, confidence building and national and local level conflict prevention and resolution

Projects: all except for LMAC projet

Outcome 2 – Improved data collection and analysis on tensions and risks used to inform conflict sensitive programming

Projects: PVE, Tensions

Outcome 3 – Improved evidence-based policy making in support of social cohesion and human rights informed by results of successful interventions

Projects: LPDC, Common Space (potentially: CSAJ and Peacebuilding)

Outcome 4 – Operational Project developed through a participatory and bottom-up approach have achieved positive change in the social dynamics in the communities

Projects: CSAJ, Peacebuilding, Gatherings

Outcome 5 – enhanced capacity of national institutions to apply international and humanitarian standards

Projects: LMAC, potentially additional projects with similar objectives